

**City of Hayward**  
**Human Services Commission Meeting**  
**777 B Street, Hayward CA 94541**  
**Work Session Room 2-A**

**Wednesday, July 6, 2005**  
**7:00 pm**

- I. Call to Order
- II. Pledge of Allegiance
- III. Secretary's Roll Call
- IV. Public Comments (*NOTE: The Public Comments section provides an opportunity to address the Human Services Commission on items not listed on the agenda. The Commission welcomes your comments and requests that speakers present their remarks in a respectful manner, within established time limits, and focus on issues which directly affect the City or are within the jurisdiction of the City. As the Commission is prohibited by State law from discussing items not listed on the agenda, your item will be taken into consideration, and may be referred to staff. Speakers will be limited to 5 minutes each.*)
- V. Approval of June 1, 2005 Human Services Commission Meeting Summary Notes
- VI. Approval of the Human Services Commission's FY 2005-06 Meeting Schedule
- VII. Establishment of FY 2005-06 Liaison Assignments and Reporting Schedule
- VIII. Overview of the City of Hayward Five-Year (2005-09) Consolidated Strategic Plan
- IX. Continued Discussion re: the Development of the Human Services Commission's FY 2005-06 Annual Plan
- X. Staff Report (Oral Report / Non-Action Items):
  - A. Social Services Update
  - B. Paratransit Report
  - C. Hate Crimes/Incidents Report
- XI. Commissioner's General Announcements (Non-Action Items):
- XII. Future Agenda Items:
  - A. Commission Liaison Reports (On-going)
  - B. Report from Hayward Police Department re: the Reporting of Hate Crimes/Incidents (Sept.)
  - C. Presentation: Hayward Unified School District Equity Task Force (Sept. or Oct.)
  - D. FY 2006-07 Social Services Funding Process Schedule (Sept.)
  - E. Other
- XIII. Adjournment





Please do not wear scented products to this meeting.  
People who have environmental sensitivities may be in attendance.

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**- DRAFT -**  
**HUMAN SERVICES COMMISSION**  
**FY 05-06 MEETING SCHEDULE**

Unless otherwise noted, all Regular meetings start at 7:00 p.m.,  
on the 1st Wednesday of each month, at:

Hayward City Hall  
777 B Street, Room 2A  
Hayward, CA 94541

<b>Month</b>	<b>Date</b>	<b>Type of Meeting</b>
<b>July</b>	Wednesday, July 6, 2005	Regular
<b>August</b>	Recess	-
<b>September</b>	Wednesday, September 7, 2005	Regular
<b>October</b>	Wednesday, October 5, 2005	Regular
<b>November</b>	Wednesday, November 2, 2005	Regular
<b>December</b>	Wednesday, December 7, 2005	Regular
<b>January</b>	Wednesday, January 4, 2006	Regular
<b>February</b>	Wednesday, February 1, 2006	Regular
<b>March</b>	Wednesday, March 1, 2006	Regular
<b>April</b>	Wednesday, April 5, 2006	Regular
<b>May</b>	Wednesday, May 3, 2006	Regular
<b>June</b>	Wednesday, June 7, 2006	Annual Dinner (Location to be Announced)

6/29/2005



**CITY OF HAYWARD  
FUNDED SOCIAL SERVICES PROGRAMS  
FY 2005-06**

NAME OF AGENCY	AMOUNT FUNDED
<b>BACS/Hedco House:</b> Rehabilitation services for adults with mental illness in a day program setting.	\$14,000
<b>Chabot College/National Youth Sports Program:</b> Summer education enrichment and sports program for low-income Hayward children.	\$5,000
<b>Child Abuse Prevention (CAP):</b> School-based mental health counseling services and personal safety workshops for low-income public school children.	\$15,100
<b>Community Alliance for Special Education (CASE):</b> Special education advocacy for Hayward students who have disabilities, and their families.	\$9,600
<b>Community Resources for Independent Living:</b> Peer education and support services, benefits advocacy, and independent living skills for people who have disabilities.	\$18,000
<b>Davis Street Family Resource Center:</b> Basic needs services for low-income Hayward residents.	\$5,000
<b>Eden I&amp;R CHAIN / Motel Voucher Program:</b> Telephone information and referral for low-income Hayward residents to local social service agencies, and emergency motel voucher program for homeless individuals and families.	\$35,000
<b>Emergency Shelter Program (ESP):</b> Forty-bed emergency shelter and domestic violence shelter for female victims of domestic violence and their children.	\$24,000
<b>Family Emergency Shelter Coalition:</b> Twenty-four bed emergency family shelter.	\$23,700
<b>Family Violence Law Center:</b> Legal and emergency support services for victims of domestic violence and their children.	\$20,000
<b>HARD / Youth Enrichment Program:</b> After-school academic, social and recreational opportunities in a safe and secure environment for elementary school-age children from low-income families.	\$17,500
<b>Horizons Services / Lambda Youth Project:</b> Mental health services and drug/alcohol free activities for gay, lesbian, bisexual, transgender or sexually questioning youth who are at risk of suicide, substance abuse and/or sexual/physical abuse.	\$14,500
<b>Human Outreach Agency / Women on the Way:</b> Joint project between two homeless shelters to strengthen each agency's administrative infrastructure and services.	\$20,000
<b>International Institute of the East Bay:</b> Legal services related to immigration and legal residency in the United States.	\$5,000
<b>South Hayward Neighborhood Collaborative (La Familia):</b> Provision of basic support and case management services provided out of the Collaborative's Family Resource Center to low-income Hayward residents.	\$10,000
<b>Legal Assistance for Seniors:</b> Legal services to low-income seniors.	\$14,500
<b>Parental Stress Services:</b> Counseling for children who have been traumatized by witnessing domestic violence, or by having endured physical or sexual abuse.	\$22,000
<b>Planned Parenthood / Parent Education Program:</b> Sex education for low-income parents of adolescents.	\$7,500
<b>St. Joseph's Center for the Deaf and Hard of Hearing:</b> Mental health services to deaf and hard of hearing individuals, families, couples, children and adolescents at risk of domestic violence, substance abuse, sexual abuse, and school violence.	\$10,000
<b>St. Rose Hospital / Silva Pediatric Dental Clinic:</b> Pediatric dental services for low-income uninsured and underinsured Hayward residents.	\$20,000
<b>SAVE / Community Oriented Prevention Services (COPS) Program:</b> In collaboration with the Hayward Police Department, crisis intervention and case management services will be provided to low-income Hayward residents who are victims of domestic violence.	\$10,000
<b>Shelter Against Violent Environments (SAVE) - WINGS Transitional Housing Program:</b> Below-market rate transitional housing and support services will be provided to female survivors of domestic violence and their children.	\$7,200
<b>South Hayward Parish - Emergency Food Program:</b> Provision of emergency food, and referrals to other needed support services, for low-income Hayward residents.	\$17,400
<b>Spectrum Community Services Congregate Meals Program:</b> Meal subsidies to help pay for food deliveries to congregate meal sites for low-income seniors.	\$5,000
<b>TOTAL</b>	<b>\$350,000</b>



# **CONSOLIDATED PLAN**

**Housing and Community Development  
Strategic Plan**

**FY 2005 - FY 2009**

**City of Hayward**



**Alameda County HOME Consortium**

**May 16, 2005**



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<b>Attachment 1</b>	Map of Hayward Neighborhood and Census Tracts
<b>Attachment 2</b>	Housing Needs Table
<b>Attachment 3</b>	Map of Hayward CDBG Target Areas
<b>Attachment 4</b>	Housing Market Analysis
<b>Attachment 5</b>	Community Development Needs Table
<b>Appendix A</b>	Citizen Participation Plan





# 5 Year Strategic Plan

This document includes Narrative Responses to specific questions that grantees of the Community Development Block Grant, HOME Investment Partnership, Housing Opportunities for People with AIDS and Emergency Shelter Grants Programs must respond to in order to be compliant with the Consolidated Planning Regulations.

## GENERAL

### Executive Summary

The City of Hayward is a member of the Alameda County HOME Consortium. Alameda County Housing and Community Development Department, as lead agency of the HOME Consortium, coordinates the development of the Consortium's Consolidated Plan which presents both countywide information and information specific to each of the eight participating jurisdictions. The Consortium is also the mechanism by which the U.S. Department of Housing and Urban Development (HUD) funnels HOME funds to these jurisdictions. While Alameda County administers HOME funds for the participating jurisdictions, Community Development Block Grant (CDBG) funds come directly from HUD to the larger jurisdictions, including Hayward, as annual "entitlement" funds.

This is the Consortium and Hayward's third Consolidated Plan. It covers the period July 1, 2005 – June 30, 2010 and includes:

- A citywide housing and community development needs assessment;
- An inventory of resources (including HOME and CDBG funds) available to address those needs;
- A five-year Strategic Plan with a community profile, goals and objectives; and
- An Action Plan that identifies the specific activities to be implemented through the allocation of the City's CDBG funds for the up-coming fiscal year. Each year following the adoption of the 5-Year Plan, the City adopts a new Action Plan.

The priorities and performance measures identified in the Strategic Plan cover the Consortium as a whole. These "priorities" are issues that HUD wants to see addressed in the Strategic Plan. The number assigned to each priority does not denote its level of importance either to the Consortium as a whole or any participating jurisdiction.

### Housing

**Priority 1:** Increase the availability of affordable rental housing for extremely low, low and moderate income households.



*Objective 1:* Support the availability of affordable rental housing, including “opt-out” projects<sup>1</sup>, in response to requests for gap financing to acquire and rehabilitate existing units, where an appropriate percentage have affordability restrictions. Any development that may occur pursuant to these policies must also conform to the City’s Design Guidelines.

*Objective 2:* Reduce discrimination against Section 8 Voucher holders by requiring property managers not to discriminate against Section 8 households in the City’s Mortgage Bond-financed developments when those households meet credit standards and have good references from previous landlords.

**Priority 2:** Preserve existing affordable rental housing and ownership for low and moderate income households.

*Objective 1:* Preserve existing single-family housing stock occupied by lower-income households by rehabilitating single-family owner-occupied homes and mobile homes.

*Objective 2:* The City will continue to implement an interdepartmental program to abate “nuisance” properties.

*Objective 3:* The City will monitor units which are affordable and at risk of local, state or federal subsidy termination.

*Objective 4:* The Redevelopment Agency will replenish the housing stock on a one-for-one basis for any existing housing units which are lost as a direct result of Redevelopment Agency actions.

**Priority 3:** Assist low- and moderate-income first time home buyers.

*Objective 1:* The City will continue to participate in the federal Mortgage Credit Certificate (MCC) Program administered by the Alameda County Housing and Community Development Department.

*Objective 2:* The City will continue to provide assistance to moderate-income first-time homebuyers in the form of direct financial assistance.

*Objective 3:* The City will provide assistance to all first-time homebuyers through the provision of information, education/workshops and/or referral services regarding the home buying process.

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<sup>1</sup>An “opt-out” project is a housing development that was built with a federal subsidy or federal loan guarantee that has the right, after 20 years, to pre-pay the mortgage and “opt-out” of federal requirements that generally keep rents below market rates and affordable to low-income families.



**Priority 4: Reduce housing discrimination.**

*Objective:* The City of Hayward will fund services to reduce housing discrimination. Funding will be provided by the CDBG program.

**Homeless**

**Priority 1:** Maintain, improve and expand (as needed) the capacity of the housing, shelter and services for homeless individuals and families including integrated employment services and other services.

*Objective 1:* The City will work with interagency and interjurisdictional organizations to seek funds for homeless and support services, as well as, to encourage healthcare, job training, and social services agencies, to include homeless people in their service clientele.

*Objective 2:* In cooperation with other localities, the City will provide funds to rehabilitate emergency shelters and transitional housing facilities as the need to do so arises, in order to maintain the safety and therapeutic capacity of those environments.

**Priority 2:** Maintain and expand activities designed to prevent those who are currently housed from becoming homeless.

*Objective:* The City will continue to fund activities that assist currently housed people and families who are at-risk for homelessness.

**Priority 3:** Build on interjurisdictional cooperation to housing and homeless needs.

*Objective:* The City will continue to participate as an active member of the Alameda Countywide Continuum of Care Council to assist in the acquisition of funds to increase the availability of transitional housing and permanent supportive housing in Alameda County. On a case-by-case basis the projects will be evaluated to ensure the proposed program design (i.e., level of service, program staffing) corresponds with the needs of the population to be served.

**Community and Economic Development**

**Priority 1: Neighborhood Facilities and Improvements**

*Objective:* The City will support the construction, retrofit and/or rehabilitation of well-designed neighborhood facility projects that meet the communities' needs. Facilities providing child care, youth services, and programs for lower-income seniors, and/or persons with disabilities will receive priority.



## **Priority 2: Public Services**

*Objective 1:* In accordance with federal regulations, the City may allocate up to 15% of its CDBG funds to public services. The City also anticipates continued support of public services through the Social Services Program by allocating General Fund monies to social services programs, as well as funds for program administration.

*Objective 2:* Address the special transportation needs of seniors and persons with disabilities who are unable to use other modes of public, or private, transportation. The City will utilize available Measure B Paratransit funds to provide special transportation services to Hayward seniors and persons with disabilities.

## **Priority 3: Economic Development**

*Objective 1:* Continue to provide small business loans through the City's Revolving Loan Program.

*Objective 2:* Provide neighborhood economic development revitalization services.

*Objective 3:* Increase the number of permanent jobs available to lower income Hayward residents by increasing business attraction, retention and expansion activities.

## **Non-Homeless Special Needs**

**Priority 1:** Increase the availability of service-enriched housing for persons with special needs.

*Objective:* The City will participate with other jurisdictions to jointly fund service-enriched special needs projects that serve Hayward residents.

## **Strategic Plan**

### **Community Profile**

The Community Profile describes Hayward residents and workers, development trends and remaining development potential. It also provides a forecast of growth. It is excerpted from the City of Hayward General Plan Chapters 4 ("Economic Development Element") and 5 ("Housing Element"). The full General Plan, which provides sources for all demographic data in Chapter 4, is available online at [www.hayward-ca.gov/about/general.shtm](http://www.hayward-ca.gov/about/general.shtm).

Hayward is a city of approximately 140,000 people (2000 Census). It is one of the oldest cities within the San Francisco-Oakland-San Jose area, a region with a population of almost 6 million people. Although Hayward is an employment center, substantial commuting occurs through Hayward and between Hayward and other major employment centers and outlying satellite communities. This is primarily due to the high cost of



housing in the Bay Area; many people cannot afford to live in the type of housing they desire near their site of employment.

Hayward's character remains in transition as the City evolves from a suburban community to a more urbanized older city. The downtown core is undergoing revitalization as housing units and retail stores are added to create transit-oriented developments. More than 700 units have been built in the downtown since 1997. Approximately 300 more are either under construction or in the design phase. A Cannery Design Plan has been adopted to renew the old Hunt's Cannery area with mixed use, high density residential development including 786-962 units of new housing, a new school and community center. Approvals have been granted for up to 785 new units in the Hayward Hills. To date, 135 of these units have been completed. Finally, approximately 530 units have been approved for a development south of State Route 92. This project will be completed in the summer of 2005.

### *Population and Household Growth*

From the 1990 to 2000 Census, Hayward's population grew by 25%, or almost 29,000 people. Almost half of Hayward's households are composed of one or two persons. One person households are relatively evenly divided between owners and renters and may indicate that the owner households are "over-housed," meaning their homes have a larger number of bedrooms than there are people living in the home. This data could indicate that these units will be sold in the foreseeable future, generating an influx of younger and, perhaps, larger households in various neighborhoods.

Approximately one third (32.5%) of Hayward households are composed of three or four persons. More than 18.16% of all households are households of five or more. Five census tracts have an average family size of 4.0 or higher. A map showing neighborhoods and census tracts appears as Attachment 1. Two of those census tracts, 4375 and 4377, are in the Harder-Tennyson neighborhood and have average family sizes of 4.09 and 4.13 respectively. This neighborhood contains highest percentage of multifamily housing in the city. The other three census tracts with high average family sizes consist primarily of residential neighborhoods with owner-occupied, single-family detached homes. One tract, 4367, has an average family size of 4.0 persons and is located at the northern end of the Santa Clara neighborhood. Tract 4382.01 in Tennyson-Alquire and tract 4383 in the Glen Eden neighborhood have the largest average family sizes in Hayward, 4.21 and 4.26 respectively. Larger size families need larger size units with more bedrooms.

### *Race and Ethnicity*

The City of Hayward is becoming more diverse in its racial and ethnic composition and has become a community where no race or ethnicity is in the majority. The proportion of non-Hispanic white population has decreased as the size of the City's other primary population groups increased. 2000 Census data on the composition of the general population shows a continuing trend of increasing diversity. This trend is supported by annual student enrollment data for the Hayward Unified School District.



From 1990 to 2000, the largest increases in population groups were among Hispanics, Asian/Pacific Islanders and African Americans. The countries of origin for the two groups with the largest increases in population are: seventy-one percent of the Hispanic population is of Mexican ancestry; the next largest group, 23.9%, is "Other Hispanic" (defined as people who checked Hispanic but did not originate in Mexico, Puerto Rico or Cuba). The ancestry of the Asian/Pacific Islander population is 48% Filipino, 15.5% Asian Indian, 15% Chinese, 10.4% Vietnamese, and 11.6% other Asian.

Overall, the City of Hayward enjoys a rich blend of racial and ethnic diversity. Out of 35 census tracts, there are only six census tracts within City limits where one racial/ethnic group is more than 50% of the population. Two of those census tracts have a majority White population and four have a majority Hispanic population.

#### *Income*

In 1999, the median household income for the City of Hayward was \$51,177 and the median household income for Alameda County as a whole was \$55,946. When compared with households in the Oakland PMSA (which consists of Contra Costa and Alameda Counties), approximately 48% of Hayward households were considered to be low income, according to the definition used by the U.S. Department of Housing and Urban Development (HUD). That is, they had incomes that were at or below 80% of the Oakland PMSA median income.

Although Hayward has gained a number of middle and upper income residents due to the construction of new single family homes, many developments were still in the process of construction when households were surveyed in 2000 for their incomes in 1999. Also, the increase in home prices came relatively late to Hayward. In 1999, there were still existing homes selling in the mid-\$200,000s that were affordable to, and attracted, moderate-income households.

Because Hayward's household incomes are relatively low and household size is relatively large in comparison to other cities, Hayward's per capita income is among the lowest in Alameda County; only Oakland and Alameda County have a larger percentage of people below the poverty level than Hayward. However, the magnitude of the County's poverty rate is most likely due, in part, to the high poverty level in Oakland since Oakland is about 28% of the County's population. Hayward's percentage of people below poverty level (10%) shows a pattern similar to that regarding per capita income.

#### *Employment Trends*

Of the nearly 40,000 Hayward residents that work in Alameda County, the 2000 Census reported that almost half work in Hayward and another 31.30% work in cities within ten miles of Hayward.



According to the Association of Bay Area Governments (ABAG), total employment in Hayward was 90,080 in 2000, with 43,696 (48%) of these jobs located in the Industrial Corridor. Total employment in the City increased 18% over the jobs in 1990, while employment in the Industrial Corridor increased 32% in the same period. Employment was relatively stable in the early 1990's, even while significant job losses were occurring elsewhere in the Bay Area due to military base closures and the California recession, because of Hayward's diversified industrial base. Employment growth during the latter part of the decade can be attributed to the economic resurgence at the regional, state and national levels. According to ABAG, over the next twenty years, employment in the Hayward area is expected to increase by almost 22,000 (24%), with an increase of 12,673 jobs (29%) anticipated in industries that would be located in the Industrial Corridor. If these forecasts are realized, the Industrial Corridor would account for 58% of the growth in jobs throughout the City, increasing its share of total employment within the city to 50%.

### **Managing the Consolidated Plan Process (91.200 (b))**

The City of Hayward Department of Community and Economic Development (CED) is the lead agency for the preparation, implementation and evaluation of the Consolidated Plan and related documents and processes. CED coordinates housing and community development activities including current and advance planning, building plan check and inspection services, community preservation, economic development, affordable housing, the Community Development Block Grant (CDBG) program, and redevelopment. In addition, CED actively coordinates with Public Works, Fire and Police. The City also works with many county agencies to coordinate the delivery of needed services to the community. A description of the various partner agencies that work with the City is provided under the heading "Institutional Structure" in this report.

The City augments all of its efforts to assist lower-income residents by supporting a variety of non-profit public service organizations with grants from the City's General Fund (Social Services) and CDBG funds; which are administered by CED. The allocation of both CDBG and Social Services funding follows a formalized process that includes input from City staff, citizen advisory commissions and public comment. The application process provides extensive information and technical assistance to help prospective applicants. Both CDBG and Social Services funds are allocated on an annual basis through a process that complies with HUD citizen-participation requirements and includes public hearings.

The City encourages the coordination of activities among the various housing and social service providers that serve Hayward residents. The City's CDBG and Social Services program application processes promote collaboration and coordination by service agencies in order to reduce service duplication and maximize the use of public resources available to fund these types of programs. Agencies and organizations applying for City funding must demonstrate how their proposed program or project differs from and/or complements existing activities and services, as well as how the applicant will collaborate and coordinate its efforts with other providers.



The Consolidated Plan integrates information gathered from a variety of planning activities, including: the Economic Development and Housing Elements, a Community Needs Analysis, staff research on housing and community development issues, workshops conducted by the City with local service organizations, information gathered from annual funding applications, and regular public hearings conducted by Alameda County Housing and Community Development, the Hayward Citizens Advisory Commission (CAC), the Hayward Human Services Commission (HSC), and the Hayward City Council.

In 2002 the City conducted a year-long Community Needs Analysis. Both the HSC and CAC were involved in this analysis so that they could have a better understanding of the various needs of Hayward's low-income residents. Eight topics were identified for analysis and explored in separate presentations. The comments and conclusions made by the Commissioners regarding each topic area are provided in the Community Development section of this report.

The Consolidated Plan process concluded in May 2005 with a work session held by City Council to discuss the Plan, followed one week later with a public hearing before the Council to consider its adoption. The meetings held by the City are in addition to the citizen participation process conducted by Alameda County as the lead agency for the County's HOME Consortium.

### **Citizen Participation (91.200 (b))**

The City's updated Citizen Participation Plan is attached as Appendix A and provides details regarding the annual CDBG and Social Services funding process. On April 9, 2005, English and Spanish notices appeared in *The Daily Review* publicizing the May 10 public hearing before the City Council and inviting comments through the April 9 – May 10, 2005 period. No comments were received.

### **Institutional Structure (91.215 (i))**

The City of Hayward will implement housing and community development programs within a structure that includes various public and private agencies and organizations. The following provides a brief summary of the institutional structure.

#### **Federal Agencies**

**U.S. Department of Housing and Urban Development (HUD)** - HUD was established in 1965 by the Department of Housing and Urban Development Act. It is the Federal agency responsible for national policy and programs that address housing needs, improve and develop communities, and enforce fair housing laws. The City works with HUD through its participation in the Community Development Block Grant and HOME Investment Partnership programs.



## **State Agencies**

**State of California Department of Housing and Community Development (HCD)** - HCD is the State agency that establishes the requirements for general plan housing elements. State law mandates that each jurisdiction in California prepare an element of their general plan that identifies local housing issues, determines housing needs, and establishes a housing strategy that addressed those needs in a manner that is consistent with adopted goals and policies. HCD provides oversight, technical assistance for housing element-related issues. HCD also reviews and certifies the City's Housing Element. The City works with the State HCD during the preparation and approval of the Housing Element.

**California Housing Finance Agency (CalHFA)** - This State agency provides financing for affordable housing through its ability to issue mortgage-revenue bonds. Proceeds from the sale of these bonds are used for the construction or rehabilitation of rental and owner-occupied affordable housing programs and projects.

**California State Treasurer's Office** - The Treasurer's Office plays a central administrative role to numerous State Boards, Authorities and Commissions. Many of these agencies are authorized to issue debt for specific purposes as permitted by law. These agencies may also advise California municipalities on debt issuance and oversee the State's various investment operations.

## **Regional Agencies**

**Association of Bay Area Governments (ABAG)** - ABAG is a regional planning agency that studies land use, housing, environmental quality, and economic development on a regional scale. ABAG was established in 1961 and its membership includes nine counties and more than 100 cities. As an association of cities and counties, ABAG has been designated by the state and federal governments as the official comprehensive planning agency for the Bay Area. Its locally adopted Regional Plan provides a policy guide for planning the region's housing, economic development, environmental quality, transportation, recreation, and health and safety.

## **County Agencies**

**Alameda County Housing and Community Development (HCD) Program:** The County HCD is the lead agency for the Alameda County HOME Consortium and other County-sponsored housing and community development programs. HCD administers several programs including the Shelter Plus Care, Housing Opportunities for Persons with AIDS (HOPWA) and the Mortgage Credit Certificate programs. HCD also staffs the Alameda County HOME Consortium Technical Advisory Committee (HOME TAC), which is comprised of representatives from each of the jurisdictions participating in the Consortium. The HOME TAC provides policy direction regarding the use of HOME funds and advises the County HCD staff on the preparation of the Consortium-wide Consolidated Plan and annual plans and performance reports.



**Housing Authority of Alameda County:** The Housing Authority administers several housing programs that assist low and moderate-income households and those with special needs. These programs include the tenant-based Housing Choice Voucher Program and the project-based Section 8 program.

**Alameda County Transportation Improvement Authority (ACTIA):** ACTIA administers and monitors the allocation of County funds generated through the Measure B ½ cent sales tax for transportation related projects, including paratransit, throughout the County.

The City of Hayward also coordinates the support and delivery of services with several other County agencies including: the Alameda County Social Services Agency, the Alameda County Department of Public Health, the Alameda County Workforce Investment Board, and the Alameda County Office of Education.

### **Local Agencies**

**City of Hayward Department of Community and Economic Development (CED):** CED is comprised of current and long-range planning, building inspection, redevelopment and community development. The Neighborhood and Economic Development Division (NED) is responsible for planning and implementing the City's housing and economic development programs as well as preparing the City's housing policy documents including the Housing Element, Redevelopment Project Implementation Plan (housing component), and the Consolidated Plan. NED staff also administers the Community Development Block Grant Social Services and Paratransit Programs, the Small Business Revolving Loan Fund, Housing Conservation Programs, HOME and Mortgage Revenue Bond Programs, as well as the Redevelopment Agency's Low and Moderate Income Housing Fund.

**City of Hayward Police Department:** The Youth and Family Services Bureau (YFSB) is comprised of counselors and police officers who provide a combined mental health team approach to crisis intervention, crime prevention, juvenile diversion, family counseling, child abuse investigations and school programs. YFSB manages juvenile diversion programs for high risk youth status offenders, drug users and those charged with petty theft, as well as a program for runaway juveniles. YFSB also assists in the investigation of elder abuse and crimes against children and provides educational programs for families regarding individual rights and legal responsibilities. The Drug Abuse Resistance Education (D.A.R.E.) is also managed by YFSB. Many aspects of YFSB's activities are conducted as a coordinated effort in conjunction with HUSD, Alameda County Probation Department, Alameda County Department of Social Services and community-based agencies.

**Hayward Unified School District (HUSD):** HUSD is responsible for the administration and implementation of public education services to Hayward children who are in elementary, middle and high school, including special education services for children with disabilities.



**Hayward Area Recreation and Park District (HARD):** The Hayward Area Recreation & Park District is an independent special use district providing park and recreation services for over 250,000 residents living within a 64 square-mile area which includes the City of Hayward, Castro Valley, San Lorenzo and the unincorporated Ashland, Cherryland and Fairview districts. The Park District, known locally as "H.A.R.D.", administers and maintains many facilities and parks, and offers educational and recreational classes and programs.

### **Nonprofit Agencies**

Many nonprofit (or community-based) agencies provide critical services to Hayward residents. Many community and faith-based organizations have historically assisted the City by operating programs that address housing and community development needs including expanding the supply of affordable housing, providing emergency housing and/or transitional housing and meeting special (homeless and non-homeless) housing needs. Since City funding for nonprofit agencies is limited and the allocation process is competitive, some agencies may not necessarily receive financial support from the City of Hayward during the duration of this Plan; nonetheless, the City provides technical assistance to, and coordinates efforts with, these agencies whether or not City funding is provided to them.

### **Monitoring (91.230)**

The City will monitor progress on activities carried out in furtherance of its Consolidated Plan to ensure long-term compliance with program requirements. The overall process begins with the development of needs, the funding proposal evaluation and allocation process and an Annual Plan. Through Agreements with sub-grantees and Memorandum of Understandings (MOU's) with other public agencies, the City sets the stage by incorporating goal requirements and reporting procedures by outlining specific objectives, timelines and budgets against which performance is measured. The City also provides the CDBG Program Policies and Procedures Manual to all subgrantees.

Additional procedures for monitoring include:

#### **Housing**

- Redevelopment Agency Implementation Plan describing affordable housing programs.
- Redevelopment Agency Annual Report discussing affordable housing development in Redevelopment areas.
- On-site monitoring of construction progress.
- Review of project expenses.
- Housing Element Annual Report.
- Consolidated Annual Performance Report (CAPER).



### **Public Services**

- Annual Subgrantee Meeting.
- Annual or bi-annual on-site monitoring.
- Extensive technical assistance to developing agencies.
- Annual review of Subgrantee audit (if required by Grant Agreement).
- No less than quarterly review of expenditures and goals achieved to-date.
- Consolidated Annual Performance Report (CAPER).

### **Facilities and Improvements**

- On-site monitoring of construction progress and labor compliance.
- Project oversight by City staff.
- Consolidated Annual Performance Report (CAPER).

Additional Monitoring Standards and Procedures are outlined in the Alameda County HOME Consortium-Wide Consolidated Plan.

### **Priority Needs Analysis and Strategies (91.215 (a))**

Each "needs" section provides an analysis of the needs of low-income Hayward residents as related to housing, homelessness and community development. Each section lists priorities which address needs. Although the word "priorities" is used in the Plan, these priorities are not placed in a sequence that indicates their relative importance to the City of Hayward. The sequence used in the Plan was developed by Alameda County HCD and is used by every city that is part of the Alameda County HOME Consortium for consistency. Specific objectives are also presented which describe actions to implement the priorities. These priorities and objectives provide a foundation for the specific activities conducted each year and described in the annual Action Plan.

### **Lead-based Paint (91.215 (g))**

Lead-based paint used in residential applications presents a potential health risk. The Federal Government banned the use of lead-based paint in 1978. However, many homes built prior to the ban may still have surfaces finished with lead-based paint. Simply painting over lead-based paint will not necessarily mitigate the potential health impacts of this product. Recent analysis indicates that the majority of homes in Hayward were built prior to the ban and may contain lead-based paint. The incidence of lead paint hazards in the County's older housing stock, which poses dangers for young children living in those dwellings, has been documented in the Consortium's Housing Needs Assessment.

As of September 15, 2000, joint HUD and EPA Lead-Based Paint regulations require that *all* properties acquired or rehabilitated with CDBG or HOME funds must have an assessment of lead-based paint risk and, funding between \$5,000 and \$25,000, have interim controls applied and, if over \$25,000, have all lead-based paint hazards abated.

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Lead-based hazards are defined by HUD and the EPA as any condition that causes exposure to lead from lead-contaminated dust, soil, or paint that is deteriorated or present in accessible surfaces, frictional surfaces, or impact surfaces that would result in adverse human health effects. The most common source of lead poisoning is lead-based paint. Up until 1978, when it was outlawed, lead-based paint was used extensively due to its durability. However, since lead is a heavy metal, it continues to be a hazard long after the surface has been repainted time and time again. Woodwork, windows, doors, bathrooms and kitchens, exterior surfaces and the soil adjacent to the home often have concentrations of lead that continue to create a health hazard. Ingestion of lead-based paint is particularly hazardous to children under six years of age.

According to the Alameda County Lead Abatement Program, Hayward has approximately 34,700 pre-1978 housing units. In accordance with the HUD/EPA regulations, City property rehabilitation staff have been trained in inspection, project design and monitoring. The Minor Home Repair and Housing Conservation Loan Programs have been restructured to incorporate the regulations. City staff implements the regulations affecting property rehabilitation with CDBG funds. Almost all of the City's housing rehabilitation projects for conventional homes involve pre-1978 houses; however, assessments during the past four years rarely reveal the presence of lead hazards. When located these hazards are remediated, creating a safe housing stock for present and future Hayward. Most of the mobile homes in Hayward were built after 1978 so those rehabilitation projects are not affected.

## HOUSING

### Housing Needs (91.205)

The Housing Needs Table (Attachment 2) presents complete statistical information about housing cost, and housing problems facing lower income households. The source data that fills this table is derived from the 2000 Census. For discussion purposes, "Cost Burden" is defined by HUD as the percentage of total monthly income a household pays for housing-related costs. "Housing Problems" are defined as including overcrowded and/or substandard housing conditions. The following is a summary of the housing issues facing extremely low-income, very low-income, low-income and other households. The Housing Element provides an extensive discussion of the issues addressed in this section. The Housing Element is available online at [www.hayward-ca.gov/about/general.shtm](http://www.hayward-ca.gov/about/general.shtm).

#### Renter Households:

**Extremely Low-Income Renter Households:** These households have income of 30% or less than the Area Median Income (AMI). More than a third of these households pay more than 30% of their monthly income for housing-related costs and more than half pay more than 50%. Large households face the daunting combination of both large cost burdens and housing problems, all reported substandard or overcrowded housing conditions.



Households	% With Housing Problems	Cost Burden
Elderly	70%	69% have a housing cost burden exceeding 30% of their monthly income. Almost 60% have a cost burden exceeding 50% of their monthly income.
Small Related	85%	More than 80% have a housing cost burden exceeding 30% of their monthly income. More than 75% have a cost burden exceeding 50% of their monthly income.
Large Related	100%	More than 95% have a housing cost burden exceeding 30% of their monthly income. More than 77% have a cost burden exceeding 50% of their monthly income.
All Other Households	85%	More than 80% have a housing cost burden exceeding 30% of their monthly income. More than 75% have a cost burden exceeding 50% of their monthly income.

**Very Low-Income Renter Households:** These households have income of 31 to 50% of the AMI. More than 70% of these households pay more than 30% of their monthly income for housing-related costs and between 12 to 50% pay more than 50%. Large households are the most impacted from substandard or overcrowded housing conditions with 97% reporting some type of housing problem.

Households	% With Housing Problems	Cost Burden
Elderly	70%	70% have a housing cost burden exceeding 30% of their monthly income. More than 38% have a cost burden exceeding 50% of their monthly income.
Small Related	87%	More than 79% have a housing cost burden exceeding 30% of their monthly income. More than 24% have a cost burden exceeding 50% of their monthly income.
Large Related	97%	More than 70% have a housing cost burden exceeding 30% of their monthly income. More than 12% have a cost burden exceeding 50% of their monthly income.
All Other Households	88%	More than 86% have a housing cost burden exceeding 30% of their monthly income. More than 53% have a cost burden exceeding 50% of their monthly income.

**Low-Income Renter Households:** These households have income of 51 to 80% of the AMI. 20 to 70% of these households pay more than 30% of their monthly income for housing-related costs while a much smaller percentage (1 to 16%) pay more than 50%. Again, Large households reported the highest percentage of substandard or overcrowded housing conditions.



Households	% With Housing Problems	Cost Burden
Elderly	56%	More than 53% have a housing cost burden exceeding 30% of their monthly income. 16% have a cost burden exceeding 50% of their monthly income.
Small Related	62%	More than 41% have a housing cost burden exceeding 30% of their monthly income. Only 1% have a cost burden exceeding 50% of their monthly income.
Large Related	84%	More than 19% have a housing cost burden exceeding 30% of their monthly income. None reported a cost burden exceeding 50% of their monthly income.
All Other Households	73%	More than 71% have a housing cost burden exceeding 30% of their monthly income. Only 6% have a cost burden exceeding 50% of their monthly income.

#### Owner Households:

**Extremely Low-Income Owner Households:** More than a third of these households pay more than 30% of their monthly income for housing-related costs and more than half pay more than 50%. Large households have the largest percentage of housing problems and cost burden.

Households	% With Housing Problems	Cost Burden
Elderly	66%	More than 66% have a housing cost burden exceeding 30% of their monthly income. 46% have a cost burden exceeding 50% of their monthly income.
Small Related	86%	More than 76% have a housing cost burden exceeding 30% of their monthly income. 68% have a cost burden exceeding 50% of their monthly income.
Large Related	92%	More than 77% have a housing cost burden exceeding 30% of their monthly income. More than 74% have a cost burden exceeding 50% of their monthly income.
All Other Households	68%	More than 66% have a housing cost burden exceeding 30% of their monthly income. More than 61% have a cost burden exceeding 50% of their monthly income.

**Very Low-Income Owner Households:** With the exception of Elderly households, more than 70% pay more than 30% of their monthly income for housing-related costs and more than 40% pay more than 50%. Large households are the most impacted from substandard or overcrowded housing conditions with 94% reporting some type of housing problem. More than two-thirds of Elderly households did not report any housing problems and less than 15% have a cost burden exceeding 50%.



Households	% With Housing Problems	Cost Burden
Elderly	27%	More than 27% have a housing cost burden exceeding 30% of their monthly income. 13% have a cost burden exceeding 50% of their monthly income.
Small Related	74%	More than 72% have a housing cost burden exceeding 30% of their monthly income. More than 55% have a cost burden exceeding 50% of their monthly income.
Large Related	94%	More than 84% have a housing cost burden exceeding 30% of their monthly income. More than 42% have a cost burden exceeding 50% of their monthly income.
All Other Households	64%	More than 64% have a housing cost burden exceeding 30% of their monthly income. More than 44% have a cost burden exceeding 50% of their monthly income.

**Low-Income Owner Households:** Again, with the exception of Elderly households, 60% pay more than 30% of their monthly income for housing-related costs. Less than one-quarter pay more than 50%. Large households reported the highest percentage of substandard or overcrowded housing conditions.

Households	% With Housing Problems	Cost Burden
Elderly	26%	More than 36% have a housing cost burden exceeding 30% of their monthly income. More than 12% have a cost burden exceeding 50% of their monthly income.
Small Related	63%	61% have a housing cost burden exceeding 30% of their monthly income. 20% have a cost burden exceeding 50% of their monthly income.
Large Related	85%	More than 62% have a housing cost burden exceeding 30% of their monthly income. Only 9% reported a cost burden exceeding 50%.
All Other Households	60%	More than 59% have a housing cost burden exceeding 30% of their monthly income. More than 25% have a cost burden exceeding 50% of their monthly income.

### Areas of Disproportionate Need among Racial and Ethnic Groups

The City continues to become more racially and ethnically diverse (see Community Profile). HUD defines an area of racial or ethnic concentration as a census tract in which the total population of a particular "minority" group is double or more than that of the jurisdictions overall percentage of that group. In only one Census Tract (4352) is a single ethnicity (African American) twice or more than that of the City of Hayward's overall percentage for that group. In this tract, African Americans are 29.8% of the total population compared with 12.7% of the population of Hayward as a whole. A map of Hayward neighborhoods and census tracts appears as Attachment 1.

### Income Profile

According to the 2000 U.S. Census, statistics for the City indicate that the median



household income in 1999 was \$51,177. The per-capita income was \$19,695. The number of persons in poverty was 13,805 or 10 percent of Hayward's total population; there were 2,313 families in poverty out of 32,228 Hayward families for a total of 7.2% families in poverty.

The following table presents 2000 Census data regarding income and household tenure per race and ethnicity.

### **Median Income of Households by Race/Ethnicity and Household Tenure**

	Median Income 1999	Total Households	Home Owner	%	Tenant	%
<b>White</b>	\$48,507	18,245	11,589	64%	6,656	36%
<b>Black</b>	\$53,036	5,553	1,868	34%	3,685	66%
<b>Native American</b>	\$58,125	332	161	48%	171	52%
<b>Asian</b>	\$63,375	7,285	4,207	58%	3,078	42%
<b>Pacific Islander</b>	\$48,409	605	238	39%	367	61%
<b>Two or More</b>	\$51,563	4,198	1,146	27%	3,052	73%
<b>Hispanic</b>	\$58,393	11,107	5,195	47%	5,912	53%

Although all the racial/ethnic categories above have median incomes greater than 80% of the Alameda County median (\$44,756), Whites and Pacific Islanders have the lowest median incomes. Whites in Hayward tend to be older than the other racial categories and more white households are on fixed incomes than in other racial categories. Because this chart looks at median incomes, the real wealth of White homeowner households who are "house rich, but cash poor" is not apparent. Pacific Islander households are few in Hayward and tend to be poorer than other racial categories.

### **Areas of Disproportionate Need Among Income Groups**

There are three census tracts in Hayward where more than 50% of the households have incomes of between 51% and 80% of the Alameda County median income. These census tracts are: 4377 and 4375 in the Harder-Tennyson neighborhood and 4366.02 in the Jackson Triangle. A map of Hayward neighborhoods and census tracts appears as Attachment 1 and a map of the low and moderate income "CDBG Target Areas" appears as Attachment 3.

The Oakland PMSA median income is higher than the County median. If the Oakland PMSA were used instead of the Alameda County median, the likelihood is very great that several other Hayward census tracts would also be included: 4366.01 in the Jackson Triangle; 4369, the Burbank neighborhood; 4379 and 4382.02.



Ethnicity	% of Households with any Housing Problems		
	Renters	Owners	All Households
White Non-Hispanic	44%	25%	32%
Black Non-Hispanic	53%	45%	50%
Hispanic	73%	57%	65%
Native American Non-Hispanic	30%	30%	30%
Asian Non-Hispanic	62%	46%	52%
Pacific Islander Non-Hispanic	54%	61%	56%

## Housing Market Analysis (91.210)

Please also refer to the Housing Market Analysis Table (Attachment 4).

The Housing Element provides detailed analysis of housing supply, condition and cost. It is available online at [www.hayward-ca.gov/about/general/shtm](http://www.hayward-ca.gov/about/general/shtm).

As of December 31, 2004 there were a total of 47,472 total housing units in the City. Additional development potential (not yet in the planning process) has been estimated at approximately 3,500 housing units, for a total housing potential of approximately 5,246 housing units that may be developed by 2025.

There are several factors that contribute to the condition of Hayward's housing stock including, design, construction, age, and maintenance. Single-family homes have been built in Hayward for more than 100 years. Given the City's age, the type and quality of single-family homes vary. There are many older craftsman style bungalows built in the 1920s that are in better condition than some post-World War II tract homes that were built 30 years later. The post-War housing boom resulted in the development of thousands of single-family homes that were built quickly; and some lack modern amenities such as ceiling insulation. Most of the single-family homes in poor condition in Hayward were built during this period.

The majority of multi-family development in Hayward occurred during a twenty-year period between 1960 and 1980. Consequently, there is less diversity in the design and condition of multi-family developments than that of single-family homes. Most multi-family developments that are currently in poor condition were built in the early 1960s and suffer from poor design, shoddy construction and lack of tenant amenities. The majority of multi-family developments built since 1980 have been subject to stringent design and construction standards and have benefited from consistent maintenance. As a result, those developments are in good condition.

Most of Hayward's current housing stock was built within the last 30 years. Almost two-thirds of the housing units have been built since 1960, with approximately 38 percent built between 1960 and 1979. According to 2000 Census information, approximately half of Hayward homeowners live in homes built within the last 40 years. More than two-thirds of Hayward's renters live in units built within the last 40 years. More



specifically, almost half of the renter households' units were built between 1960 and 1980. Please refer to the City of Hayward Housing Element for detailed analysis of the City's housing stock.

### *Housing Condition Survey*

The 2000 Census provides limited information about the condition of Hayward's housing stock. To better understand the condition of Hayward's housing stock, and the number of units requiring rehabilitation and replacement, City staff surveyed housing units in each of the City's 16 Neighborhood Planning Areas. There were two stages to the survey: first, each of the Neighborhood Planning Areas were surveyed on a "spot-check" basis in order to informally compare the condition of the housing stock in the rest of the City with that of the neighborhoods selected for the survey. Second, a detailed survey of five selected Neighborhood Planning Areas was conducted: Burbank, Harder Tennyson, Jackson Triangle, Longwood Winton Grove and Tennyson-Alquire. These neighborhoods were selected because properties in these neighborhoods are known to be in need of some repair. Please refer to the Housing Element for detailed information about the survey methodology.

### **Housing Condition Survey Results by Selected Neighborhood Planning Areas**

Neighborhood	Census Tracts	Good		Fair		Poor	
		Units	%	Units	%	Units	%
Burbank	4363	17	68%	4	16%	4	16%
Harder Tennyson	4374, 4375, 4376, 4377, 4378	7	29%	10	42%	7	29%
Jackson Triangle	4366.01, 4366.02	17	68%	3	12%	5	20%
Longwood Winton Grove	4369	12	48%	6	24%	7	28%
Tennyson-Alquire	4382.01, 4382.02	19	73%	5	19%	2	8%
All Survey Neighborhoods		72	58%	28	22%	25	20%

Source: City of Hayward, Department of Community and Economic Development

The Harder-Tennyson neighborhood had the largest percent of housing units in poor condition. This is most likely due to the fact that there is a large concentration of poorly managed and maintained multifamily housing that was built in the late 1950s and early 1960s. While the Burbank neighborhood is characterized by a concentration of older homes (dating from the 1930s), more than two-thirds of the units are in good condition. The condition of the homes in Burbank indicates that the age of housing stock does not necessarily correspond with the condition of the housing stock.

The results of the survey are consistent with a housing stock that primarily consists of units built during the housing boom following World War II. Approximately 58 percent



of all the units surveyed, regardless of location or type of unit, are in good condition; having only minor defects in no more than two of the five systems surveyed. Approximately 22 percent are in fair condition (minor defects in four of the systems) and 20 percent were in poor condition (minor defects in all of the systems or major defects in two or more systems). These conclusions should *not* be extrapolated and applied to all of Hayward's housing stock since three of the neighborhoods chosen were selected on the basis of having some of the worst housing in the City. Rather, the purpose of this survey was to gauge the condition of units within these specific neighborhoods.

The City has helped finance the acquisition and rehabilitation of multifamily developments in exchange for long-term affordability restrictions. Based on the City's experience with multifamily developments primarily occupied by lower income households, typical repairs include new roofing; plumbing; mechanical systems; rehabilitation of unit interiors, such as upgrading bathrooms and kitchens; interior and exterior painting; and landscaping. Please refer to the City of Hayward Housing Element for detailed information about the condition of the City's rental housing stock.

The City operates an active residential rehabilitation program. City staff coordinates a variety of rehabilitation projects for single-family dwellings. These programs are intended to improve the quality of the housing stock occupied by low- and moderate-income households. They report that, given the age of the owner-occupied housing stock, there is some deterioration, but, on the whole, most owner-occupied units are in good condition. The City's rehabilitation programs address major and minor home repair problems in approximately 80 units per year. Based on the number of inquiries received by program staff, there is a high demand from low- and moderate-income households for housing rehabilitation assistance. There are three categories that most need City assistance: senior citizens on fixed incomes whose homes have many deferred maintenance issues; households with a disabled individual who may or may not be elderly; and those few low-income families who were able to become homeowners and usually bought the house "as is" in very poor condition.

The Hayward housing market has traditionally been one of the most affordable in the Bay Area. In addition to rents and sales prices that have been relatively low in comparison with surrounding jurisdictions, Hayward has 1,542 units of subsidized housing and 1,616 households with Section 8 Housing Vouchers.

Change in the real estate market due to the boom of the late 1990's came later to Hayward than it did to many other cities in the inner Bay Area. Between 1999 and 2000, there was a 24% jump in rents in buildings of 50 units or more and an even larger percentage increase in sales prices of new and existing homes. With the demise of many of the technology companies, the intensity of demand has decreased. However, rents have moderated only slightly because the problem -- that there is an insufficient number of housing units affordable to the households that need them -- continues. Sales prices have continued to climb.

The 2000 Census showed that approximately 32% of Hayward homeowners with a mortgage pay more than 30% of their household income for housing. Twenty-three



percent (23%) pay more than 35% of household income. This is partly due to the long-term trend of Bay Area household incomes not keeping pace with increasing rental and ownership costs. The current obstacles facing tenant households who would like to own their own homes are the limited supply of for-sale units and sale prices that exceed the financial means of many households, regardless of income. The following discussion illustrates the cost burden for owner households.

According to the U.S. Department of Housing and Urban Development (HUD), no more than 30% of gross household income adjusted for household size should be spent on rental housing costs. Tenants who pay housing costs in excess of this amount are considered to be "cost burdened" or overpaying for housing. More than 41% of Hayward's tenant households pay 30% or more of household income for housing. 2000 Census figures also show that 32% of tenant households pay 35% or more of their household income for housing and 18% pay more than 50% of their household income for housing.

According to Eden Information and Referral's (Eden I & R) housing database for Hayward, as of March 31, 2005 there are approximately 6,950 rental housing units; most are one and two bedroom (6,430 units). Few of these units are vacant at any given point in time, because the rents charged for these units are typically at the low end of the market. The average rent for a one-bedroom unit is \$900 per month; two bedroom units average \$1,116 per month. There are 500 three-bedroom units in their database; their average rents are \$1,539.

While these rents may be affordable for households at the HUD Low Income level, they are not affordable to households at or below 50% of median income. Households at 50% of median income will need to pay considerably more than 30% of their gross income, depending upon the size unit needed. ECHO and Eden I & R staff indicate that rents for the lowest-priced units were raised the most between 1998 and 2000. Rent increases of \$300 to \$400 per month were not unusual, creating an additional burden for very low-income households who are already paying more than 30 percent of their income on housing costs. However, vacancy rates have increased slightly since the economic downturn and low interest rates have allowed some renters to become homeowners.

The high cost of housing in the San Francisco Bay Area is as much a problem for moderate- and lower-income families as is the physical condition of housing units or the incidence of neighborhood crime. High rents lead to overcrowding as families cut their expenses by living in smaller, more affordable units that may not be appropriate for the number of individuals in their family. Excessive cost burden may not be as visible as poorly maintained deteriorated buildings, but it has a significant impact on a family's quality of life and on the ability to maintain the property. This also has an impact on the quality of life in the neighborhood since poor maintenance, too many automobiles, and insufficient park and recreational space affect the neighborhood as well as the property and the residents.



## **Specific Housing Objectives (91.215 (b))**

Hayward has a wide variety of housing types, ranging from high-end estates in the Hayward hills to bungalows from the 1920's in poor condition. The needs of families and seniors that rent or own homes are discussed along with other housing related issues in this section. There are four priorities presented that address affordable housing.

**Priority 1:** Increase the availability of affordable rental housing for extremely low, low and moderate income households.

The needs analysis for this priority indicates that more than 40 percent of extremely low-income renter households spend more than 50 percent of their income on housing expenses. The following objectives seek to address the high cost of rental housing in Hayward.

*Objective 1:* Support the availability of affordable rental housing, including "opt-out" projects<sup>2</sup>, in response to requests for gap financing to acquire and rehabilitate existing units, where an appropriate percentage have affordability restrictions. Any development that may occur pursuant to these policies, must also conform to the City's Design Guidelines.

*Objective 2:* Reduce discrimination against Section 8 Voucher holders by requiring property managers not to discriminate against Section 8 households in the City's Mortgage Bond-financed developments when those households meet credit standards and have good references from previous landlords.

**Priority 2:** Preserve existing affordable rental housing and ownership for low and moderate income households.

The needs analysis for this priority shows that the City should continue its efforts to help property owners maintain the quality of both owner and renter-occupied units. Additionally, the City will work to ensure that affordable units remain affordable to lower-income households within the constraints of the housing market. The following objectives present strategies for addressing these needs.

*Objective 1:* Preserve existing single-family housing stock occupied by lower-income households by rehabilitating single-family owner-occupied homes and mobile homes.

*Objective 2:* The City will continue to implement an interdepartmental program to abate "nuisance" properties.

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<sup>2</sup>An "opt-out" project is a housing development that was built with a federal subsidy or federal loan guarantee that has the right, after 20 years, to pre-pay the mortgage and "opt-out" of federal requirements that generally keep rents below market rates and affordable to low-income families.



*Objective 3:* The City will monitor units which are affordable and at risk of local, state or federal subsidy termination.

*Objective 4:* The Redevelopment Agency will replenish the housing stock on a one-for-one basis for any existing housing units which are lost as a direct result of Redevelopment Agency actions.

**Priority 3:** Assist low- and moderate-income first time home buyers.

The needs analysis for this objective demonstrates that home ownership provides benefits for both the home owner and the community. However, the high cost of ownership housing and the difficulty many low-income families have in saving for down payment and other home buying expenses make ownership virtually impossible at present. The following objectives address these needs through educating potential home buyers and providing strategic financial assistance.

*Objective 1:* The City will continue to participate in the federal Mortgage Credit Certificate (MCC) Program administered by the Alameda County Housing and Community Development Department.

*Objective 2:* The City will continue to provide assistance to moderate-income first-time homebuyers in the form of direct financial assistance.

*Objective 3:* The City will provide assistance to all first-time homebuyers through the provision of information, education/workshops and/or referral services regarding the home buying process.

**Priority 4:** Reduce housing discrimination.

The needs analysis for this objective shows that housing discrimination continues to impact the ability for some households to find housing. The following objective addresses this need by supporting programs that track and reduce housing discrimination incidents.

*Objective:* The City of Hayward will fund services to reduce housing discrimination. Funding will be provided by the CDBG program.

## **Needs of Public Housing (91.210 (b))**

There are no public housing units located in the City of Hayward.

## **Public Housing Strategy (91.210)**

There are no public housing units located in the City of Hayward.



## **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

The City's Housing Element provides detailed analysis of barriers to housing production and is available online at [www.hayward-ca.gov/about/general.shtm](http://www.hayward-ca.gov/about/general.shtm). Eden Housing, Inc., a large nonprofit housing developer based in Hayward, reports that it currently costs between \$230,000 - \$240,000 per three bedroom apartment unit to develop affordable family projects and, somewhat less, about \$140,000 per unit in multifamily developments for seniors, since the unit square footage is about half that of larger family units. A newly constructed single-family, owner-occupied three bedroom, two bath home on a small, in-fill lot can cost approximately \$280,000 - \$300,000 to develop depending on the cost of the land and the quality of design and construction.

In order to be financially feasible and permanently affordable for lower income, particularly very low-and extremely low income households, affordable multi-family rental residential projects require a number of financing sources. At a minimum, the financing includes:

- A first mortgage from a lending institution;
- Low Income Housing Tax Credits and/or tax exempt mortgage bonds;
- Redevelopment Agency Low and Moderate Income Housing Fund monies;
- Community Development Block Grant and/or HOME Investment Partnership funds;
- State of California Multifamily Loan Program funds and/or a loan from the California Housing Finance Agency.

Financing may also include an Affordable Housing Program (AHP) grant, a Supportive Housing Program (SHP) grant, a bridge loan from a private or public lender or a foundation grant.

Depending upon the financing structure used, a multifamily development with rents affordable to families with incomes no more than 60% of median income will have a gap between the revenue generated by rent and the debt service that is \$25,000 to \$50,000 per unit. Typically, this gap is filled by City and state subsidies.

In order to fully understand the current constraints on the production of housing in Hayward, it is first important to look at the residential development practices of the past. Between 1950 and 1960, Hayward's population increased more than 400%. This population boom created a demand for single-family detached housing; approximately 15,000 units (more than 70%) of Hayward's single-family detached homes were built between 1950 and 1960. From 1960 to 1990, very few (only 2,460) units of single-family detached housing were developed. The perception of community residents was that Hayward was supporting multifamily rental housing, to the detriment of home ownership. Out of this belief was born the City's homeownership initiative in the early 1990s. Due to this initiative and the economic boom of the 1990's, almost as many



single-family detached units – slightly more than 2,000 -- were developed during the period 1990 to 2000 as had been developed in the previous thirty years.

Prior to 1960, there were relatively few multifamily housing units (approximately 1,400) in Hayward. To accommodate the substantial population increase and reduce the costs of extending city utilities, including water, storm drain and sewer, throughout Hayward, developers began to focus on building multifamily housing. Between 1960 and 1970 approximately 7,000 units of multifamily housing were built. In the next two decades, approximately 10,000 units of multifamily housing were developed. During most of that time, apartment developers/owners were allowed to maximize density and lot coverage; one parking space per unit was required. Building and planning fees were very low; little attention was paid to the quality of construction and materials and to site design, as builders rushed to meet the population boom.

In summary, architecture, site planning, construction, landscaping, parking, open space, recreational amenities and property maintenance have had a significant impact on the overall quality of older neighborhoods and a cumulative impact on the quality of life in Hayward.

## HOMELESS

### Priority Homeless Needs/Homeless Strategic Plan

In May 2004, the Alameda County-Wide Continuum of Care Council published a report containing the first reliable estimates regarding the number of homeless people living in Alameda County, the *Alameda County-Wide Shelter and Services Survey* (the "Survey"). The full report is available online at [www.alameda.co.ca.us.cda/ACSSScountywide.pdf](http://www.alameda.co.ca.us.cda/ACSSScountywide.pdf).

The Survey provides data indicating that the characteristics of homeless people in mid-County where Hayward is located, differ significantly from County-wide characteristics, including:

- Each night nearly 1,100 homeless people sleep in mid-County, of whom fully 50% are children. Seventy-two percent of the adults they accompany are female.
- The Hayward area has the second-lowest chronically homeless population in Alameda County. This may be because most homeless people in mid-County are part of a family with children and as such are more likely to access services.
- The percentage of mid-County homeless adults who report being drug and/or alcohol dependent is approximately 25%, possibly also related to family status.
- County-wide, approximately 75% of all homeless adults report having at least one disability; in mid-County, 66% report having a disability.



In addition, domestic violence is a primary cause of homelessness for women and their children, and according to statistics provided by the Family Violence Law Center, the Hayward Police Department responds to the second-largest number of incidents of domestic violence in Alameda County.

The Survey indicates the causes of homelessness are usually multi-dimensional. Although emergency shelters provide safe, warm places to sleep, hot meals, and case management services, the variety of ancillary services necessary to support families on the road to stable housing are as diverse as the families the programs serve.

For families who are homeless primarily due to their financial circumstances, economic intervention may prove sufficient. More frequently, however, services to help grow a family's income would be appropriate (e.g., financial literacy workshops, job readiness or placement services, academic coursework) and greatly improve the likelihood for long-term stability.

Other factors that affect a homeless family's, or individual's, ability to secure and maintain housing include disability status, health conditions, mental health problems, and alcohol and/or drug addictions. Even when a family or individual is eligible for public benefits or insurance, language competency or the complexity of the enrollment process may prove to be barriers to receiving services.

In addition to stabilizing and improving income, the additional needs of families where children are present must be considered. As a family transitions from homelessness to stable housing and regular employment, children will need ample measures of emotional and educational support in order to remediate academically and reintegrate with their peers.

The Survey confirms that shelter and stabilizing support services continue to be important to Hayward residents who are homeless or marginally housed. The following objectives address the mid-County characteristics of homeless people and describe the City's continuing support of programs and facilities that provide emergency and transitional housing for homeless families and individuals.

**Priority 1:** Maintain, improve and expand (as needed) the capacity of the housing, shelter and services for homeless individuals and families including integrated employment services and other services.

*Objective 1:* The City will work with interagency and interjurisdictional organizations to seek funds for homeless and support services, as well as, to encourage healthcare, job training, and social services agencies, to include homeless people in their service clientele.



*Objective 2:* In cooperation with other localities, the City will provide funds to rehabilitate emergency shelters and transitional housing facilities as the need to do so arises, in order to maintain the safety and therapeutic capacity of those environments.

### **Geographic Distribution**

Homelessness is an Alameda County-wide concern. Consequently, and the City of Hayward will work closely with other jurisdictions to alleviate homelessness and its causes, and to ensure shelter and supportive services are available to homeless people in the City of Hayward.

**Priority 2:** Maintain and expand activities designed to prevent those who are currently housed from becoming homeless.

In the San Francisco Bay Area, housing represents the largest monthly expense for most households. Federal, state, and local subsidized housing programs limit rents to 30% of a household's income to ensure adequate funds remain for other necessities such as food, clothing, transportation, and utility bills. Discussion of various households overburdened with housing costs appears in the Housing Needs section.

Low-income families' inability to reliably meet the rising costs of housing and other necessities puts them at risk for homelessness. Interviews conducted with families at homeless shelters throughout Alameda County indicated the most common reason for having become homeless was the inability to pay their rent.

Families just barely able to pay their rent are vulnerable to other setbacks (such as family illness or job loss) that can trigger a downward spiral resulting in homelessness. Physical health issues, mental health problems, and drug or alcohol dependency are life-events that might otherwise be manageable if not for the financial precariousness of those marginally-housed families.

Despite the risks associated with extreme financial instability, Survey data indicate that people who are even marginally housed differ significantly in several respects from people who are homeless. This data was collected from interviews with people who comprise the growing sector of non-homeless users of food distribution programs and other services intended for use primarily by homeless people.

Marginally-housed people (as contrasted with homeless people):

- Are more likely to belong to intact families;
- Experience hunger less frequently;
- Are employed and work more hours with improved regularity;
- Are more likely to have some form of health insurance; and



- Have larger incomes.

The City of Hayward allocates funds to Hayward-based programs that provide intervention and support for families that are marginally housed in order to stabilize and improve their circumstances, and to prevent homelessness. These projects include:

- Community Resources for Independent Living (CRIL) which provides housing counseling to people with disabilities. CRIL also provides education, peer counseling, information and referral, and other support services for people with disabilities.
- ECHO Housing which provides rental assistance, fair housing counseling, and landlord-tenant mediation;
- Eden Information and Referral which maintains an affordable housing database to provide housing and other types of information and referral services;
- Hayward Community Gardens which provides gardening opportunities for low-income households (to supplement their grocery budgets); and
- South Hayward Parish which administers an emergency food pantry.

The needs analysis for this priority shows that the high cost of housing in the Bay Area contributes to homelessness. The following objective addresses this issue by helping very low-income tenants retain their housing through housing counseling and education, and specific types of financial support.

*Objective 1:* The City will continue to fund activities that assist currently housed people and families who are at-risk for homelessness.

### **Geographic Distribution**

All of the objectives described above will be applied throughout the City of Hayward.

**Priority 3:** Build on interjurisdictional cooperation to housing and homeless needs.

The goal of the Alameda County-Wide Homeless Continuum of Care Council is to provide a coordinated and comprehensive system of housing and support services to prevent and reduce homelessness. The Continuum of Care is more fully discussed in the Consortium's portion of the Consolidated Plan. The Council's Plan is a blueprint for ending chronic homelessness within 10 years and was updated in December 2004. Systems and programs that have traditionally provided services to homeless people, and to people at risk for homelessness, must be coordinated at every level to diagnose and intervene promptly and accurately.



The results of the Survey are being used to inform an Alameda County Homeless and Special Needs Housing Plan, which will assist local jurisdictions in targeting resources at specific needs.

The needs analysis for this priority indicates that cooperation with other Alameda County jurisdictions helps leverage the limited resources available for homeless services.

*Objective 1:* The City will continue to participate as an active member of the Alameda Countywide Continuum of Care Council to assist in the acquisition of funds to increase the availability of transitional housing and permanent supportive housing in Alameda County. On a case-by-case basis the projects will be evaluated to ensure the proposed program design (i.e., level of service, program staffing) corresponds with the needs of the population to be served.

### **Geographic Distribution**

The City will continue to work closely with other jurisdictions to alleviate homelessness and its causes, and to ensure shelter and supportive services are available to homeless people in the City of Hayward.

### **Homeless Inventory (91.210 (c))**

Within Hayward, there are 142 emergency shelter beds, provided by five non-profit agencies, available to serve different segments of the 1,100 homeless people staying in mid-County.

- Emergency Shelter Program (ESP) provides shelter and support services to homeless women and their children, and to female survivors of domestic violence and their children (40 beds).
- Family Emergency Shelter Coalition (FESCO) provides shelter and support services to homeless families (24 beds).
- Human Outreach Agency (HOA) provides shelter and support services to homeless male adults (20 beds).
- Seventh Step Foundation operates a residential program that provides housing and support services to adult male homeless parolees (24 beds).
- South County Homeless Shelter operated by Building Opportunities for Self-Sufficiency (BOSS) provides shelter and support services to single adults of either gender, who suffer from mental health problems and are also addicted to drugs and/or alcohol (24 beds).
- Women on the Way Recovery Center provides emergency shelter and drug and alcohol recovery services to homeless women (10 beds).



All the emergency shelters located in Hayward have made accessibility modifications to their facilities (most often using City of Hayward CDBG funds) to improve accommodation for homeless people who have physical disabilities.

The City also provides funding for a motel voucher program for use by homeless people when appropriate bed-space is not available at the local shelter programs, and an emergency response team that works in conjunction with the Hayward Police Department to provide in-person crisis intervention and temporary placement in local motels for victims of domestic violence.

In addition to programs that provide emergency shelter and support services, there are sixty units of transitional housing, provided by three non-profit agencies:

- BOSS/Pacheco Court provides 10 transitional housing units for mentally ill homeless adults with families and/or single adults.
- BOSS/South County Sober Housing is a transitional housing project for 21 single adults dually diagnosed with substance abuse and mental health disabilities.
- FESCO also provides 4 units of transitional housing, as well as co-housing facilities for 11 additional families at its Banyan Street program.
- Shelter Against Violent Environments (SAVE) operates 14 units of transitional housing for female survivors of domestic violence and their children.

### **Emergency Shelter Grants (ESG)**

Not Applicable – This section is required for State grantees only.

## **COMMUNITY DEVELOPMENT**

### **Priority Community Development Needs (91.215)**

In 2002 the City conducted a year-long Community Needs Analysis. Both the Human Services Commission (HSC) and the Citizens Advisory Commission (CAC) were involved in this exercise which provided both commissions, and City staff, with a better understanding of the needs of Hayward's low-income residents, which in turn helps each to make more informed funding recommendations to the City Council.

Eight topic areas were identified for analysis and explored in separate monthly presentations throughout 2002. Each presentation was made by one or more local professionals working in a particular subject area and focused on service delivery systems and related issues, not specific agencies and programs.

The topic areas were:



- |                          |                             |
|--------------------------|-----------------------------|
| ■ 2000 Census Data       | ■ Childcare                 |
| ■ Housing                | ■ Transportation            |
| ■ Health / Mental Health | ■ Safety                    |
| ■ Employment / Training  | ■ Issues Relating to Income |

After the presentations were completed, both the HSC and CAC considered what they learned and drew conclusions regarding each topic area as follows:

**2000 Census Data:** Commissioners noted that while the number of low-income Hayward residents has increased, and the general economy has worsened causing charitable giving to decrease, City funding for social services has stayed constant over the last 10 years. It was also noted that the number of non-White Hayward residents has increased to the extent that there is no longer any single race that makes up over 50% of the Hayward community. Consequently, it was recommended that the City focus efforts to recruit commission members that are more reflective of Hayward's growing diversity.

**Housing:** The Community Needs Analysis revealed many possible barriers to affordable housing including: the scarcity of currently available affordable housing stock, the lack of new affordable housing developments, and many families' inability to access affordable housing. Helping more low-income families to access affordable housing and affordable quality childcare that is located near to working parents' jobs were considered issues that should be given special consideration. It was also concluded that homeownership assistance, and the maintenance of the City's existing housing stock were areas that should be emphasized. Assistance to affordable housing projects, and the City's First-time Homebuyer and Housing Rehabilitation Loan/Grant programs were identified as positive examples of current City projects and activities.

**Health / Mental Health:** Access to insurance was seen as the primary barrier to low-income Hayward residents being able to access appropriate health care. Many "working poor" have jobs that do not include health care benefits, and so individuals who earn too much to qualify for government healthcare benefits often are under-insured, or go without insurance altogether, and so often do without needed health care for themselves and their family. The data obtained suggested that Hayward youth are particularly underserved in this area.

**Employment / Training:** The Community Needs Analysis pointed out that many of those seeking employment are ill prepared for the work place in that they have poor literacy skills and work habits, and few know how to effectively seek employment. It was determined that the public school system should be provided with the resources needed to prepare young adults for work by improving their literacy and giving them "hard" skills that will make them more employable, and that the schools should be held accountable for achieving these outcomes. Additionally, work training programs and job assistance services, for both teens and adults, should be promoted.

**Childcare:** The Community Needs Analysis indicated that there is a severe shortage of affordable licensed childcare, especially for low-income families. Those with children ages three years and younger have a particularly difficult problem because there are



fewer infant care slots available in Hayward. In 2004, two Hayward-based infant care programs had to discontinue operations because the staff to child ratios required for this age group increased costs beyond what government subsidies paid for, and beyond what families could afford. Affordable licensed child care located near parents' work, quality child care services offered during non-traditional work hours (for those who have evening or late-night work shifts) and affordable and accessible quality child care programs that serve sick children are also lacking in the community. Support for these services is highly encouraged. Employers are also encouraged to adopt workplace policies that are supportive of working parents.

**Transportation:** The study showed that there is inadequate, or no, bus service available which low-income people can access to get to and from work, especially for those who work during non-traditional work hours. Parents who must rely on public transportation have the added problem of getting their children to and from child care or school as well as getting to and from work themselves. School transportation for children has also been severely curtailed over the years due to funding constraints. Often, only those children with disabilities have access to school transportation services. The development of affordable housing and affordable licensed child care services near parents' place of employment are strategies that are recommended to mitigate the transportation problems faced by low-income Hayward residents.

**Safety:** Programs like the City's Community Emergency Response Training (CERT) program help to prepare community members for disaster. It was noted, however, that "vulnerable" populations within the community (such as seniors, persons with disabilities, the "pre-disaster" homeless, etc.) have special needs that may be difficult to address by traditional disaster response personnel and services. Consequently, it is recommended that the City work with local community and faith-based organizations to prepare to address the special needs of these community members during and after a disaster. With regard to crime and crime prevention, it was noted that domestic violence, teen violence and gang problems are seriously under-addressed in Hayward. It was recommended that more services designed to assist victims of domestic violence, and after-school programs and activities should be promoted and supported. The City's Neighborhood Watch program helps reduce crime and increase police response to crime by creating partnerships between the police and neighborhood groups - this program was seen as very useful. So too was the Hayward Police Departments' Youth and Family Services Bureau which couples mental health professionals with police officers who provide intervention services to troubled teens and their families in order to divert first-time offenders from the juvenile justice system. The study also brought to light the fact that when resources are limited, both the police and the District Attorney's office tend to prioritize (and prosecute) violent crimes over non-violent crimes. Consequently, it was recommended that safety be given high priority when considering how limited resources should be allocated.

**Issues Relating to Income:** The Community Needs Analysis highlighted the fact that welfare recipients who are nearing or who have reached their five-year lifetime limit (imposed by the federal government during the past decade) are moving into the ranks of



(imposed by the federal government during the past decade) are moving into the ranks of the "working poor". There is a great concern about those who have "timed-out" of the welfare system, but whom for a variety of reasons, remain unemployed. These individuals are seen as particularly vulnerable, and potentially prone to turn to criminal activity in order to survive. As was noted earlier, the wages earned by those who can only find low-paying jobs often make them ineligible for government subsidized benefits, but do not provide enough income to meet all of their needs. This in turn forces low-income individuals and families to choose between paying for rent, food, clothes, and other basic need costs. It was recommended that supportive services that target these special groups be given careful consideration.

A study conducted by the Alameda County Public Health Department on Hayward in 2004 (<http://www.acphd.org/user/data/datareports.asp>) reports that diabetes-related hospitalizations and mortality has increased in Hayward over the last ten years. This study also concludes that neighborhoods with high poverty rates have poorer health outcomes. Consequently, it is recommended that social and environmental factors that promote good health be supported (i.e., insuring access to healthy foods, safe parks and playgrounds, quality housing, transportation, education, employment, and universal access to quality health care.) The study also emphasizes that increased access should be given to early detection, diagnosis, treatment and acute care services, particularly for persons with chronic diseases such as diabetes and cancer.

The community development activities undertaken by the City are based on community needs information gathered and integrated from a variety of sources including: the Community Needs Analysis (described above), City and County staff research on community development issues, workshops conducted by the City with local service organizations, information gathered from the City's annual funding processes, and regular public hearings conducted by the Alameda County Housing and Community Development Department, the Hayward Citizens Advisory Commission, the Hayward Human Services Commission, and the Hayward City Council.

The community development activities to be undertaken by the City are described below, as well as on the Community Development Needs Table (Attachment 5).

### **Priority 1: Neighborhood Facilities and Improvements**

It is important to have safe and appropriate facilities in the community that serve a variety of population groups. Youth centers for after-school programs, facilities that are designed to accommodate clients with physical, cognitive and/or mental health disabilities, and senior centers are examples of these types of neighborhood facilities. Hayward is served by a number of neighborhood centers that provide programs and services which include social and recreational services, child care, youth development programs, crises intervention, health, mental health, legal and case management services



and private funding sources may provide funding to nonprofits for capital expenses and new program services, sustainable funding that can be used to pay for ongoing administrative and operational support is difficult to obtain.

*Objective:* The City will support the construction, retrofit and/or rehabilitation of well-designed neighborhood facility projects that meet the communities' needs. Facilities providing child care, youth services, programs for lower-income seniors, and/or persons with disabilities will receive priority.

### **Geographic Distribution**

The facilities funded are usually located within the municipal boundaries of the City of Hayward and are intended to serve a specific low and moderate income clientele or a low and moderate income neighborhood, known as a CDBG Target Area. Target Areas are shown on Attachment 3. However, from time to time an agency or facility that is located outside of the City, but still serves Hayward residents, may receive funding.

### **Priority 2: Public Services**

A comprehensive strategy is required to address the various needs of lower and moderate-income families, children, seniors, victims of domestic violence, and persons with special needs. The City's Social Services Program assesses community needs and coordinates the work of private social service agencies. City staff monitors programs to assure compliance with City Council policies, State and local requirements and provides technical assistance to help maintain high quality services, sound reporting, and appropriate financial systems. Staff promotes public-private partnerships to maximize the use of available financial, human and agency resources. The Social Services Program also conducts activities, in accordance with the City's Anti-discrimination Action Plan, to promote a sense of community, and discourage discrimination among Hayward's ethnically, culturally, and economically diverse residents.

In October, 1996, the Hayward City Council adopted a policy which established a funding formula to determine the amount of money that will be made available from the City's General Fund each year to support both community promotion activities and social service programs. This formula commits up to three-quarters of one percent (0.75%) of the City's projected General Fund, or a minimum of \$350,000, to support community services with Social Services funding. These funds are then divided into two categories:

- Category A - Used to address the broad spectrum of social service needs of the Hayward community including prevention and enabling services, crisis intervention services, and basic needs services.
- Category B - When economic conditions permit, these funds will be used to address annual City Council priorities, focusing on innovative prevention or intervention strategies designed to benefit Hayward children, youth and families,



and which are based on the emerging needs that come to the Council's attention on an annual basis.

The City also uses CDBG funds to support housing-related activities including housing counseling and fair housing services. Social service programs that address non housing-related needs may receive allocations from the above-described Social Services funding.

*Objective 1:* In accordance with federal regulations, the City may allocate up to 15% of its CDBG funds to public services. The City also anticipates continued support of public services through the Social Services Program by allocating General Fund monies to social services programs, as well as funds for program administration.

*Objective 2:* Address the special transportation needs of seniors and persons with disabilities who are unable to use other modes of public, or private, transportation. The City will utilize available Measure B Paratransit funds to provide special transportation services to Hayward seniors and persons with disabilities.

### **Geographic Distribution**

Public services supported with CDBG or City Social Services funds address needs throughout the City of Hayward.

### **Priority 3: Economic Development**

The City's full Economic Development Element of the General Plan ("ED Element") is available online at [www.hayward-ca.gov/about/general.shtm](http://www.hayward-ca.gov/about/general.shtm) and was most recently revised in 2002.

The purpose of the ED Element is to identify economic conditions, constraints and opportunities in the City and to establish policies and strategies that:

- Support economic growth;
- Maintain a healthy balance between economic growth and environmental quality;
- Provide the necessary support to businesses;
- Eliminate cumbersome and unnecessary regulations;
- Prevent the wasteful underutilization of physical resources;
- Encourage businesses that create permanent, higher wage jobs to locate and/or expand in Hayward; and
- Assist City residents to acquire skills so that they may fill the jobs of the future.

The ED Element provides an important statement of the policies and goals of the City relating to economic development. As such, it serves as a source of information and a statement of public policy to aid residents, businesses, other agencies, and city officials in making recommendations or decisions on matters relating to economic development. The ED Element is closely linked to other elements of the General Plan, including Land Use, Circulation, and Housing and provides guidance to the Planning Commission and



the City Council when considering specific projects. It calls for an analysis of benefits and disadvantages in order to provide decision-makers with information regarding long-term impacts. It is expected that over time the ED Element will be amended to adapt to changing needs and economic conditions.

The ED Element is a framework that will allow the City to be proactive and respond to opportunities in the environment more quickly and efficiently to ensure Hayward's long-term economic health and vitality. It must be recognized that the environment in which the City functions is primarily a regional economy. Within that context, the City must continually monitor the range and type of change that takes place and be prepared to respond appropriately. The Bay Area is a vibrant, competitive economic environment, providing continuous opportunities and challenges for the City. Keeping abreast of and acting upon changes which may impact our local economy is a vital part of the framework for economic development.

The 1990s ushered in a new reality for every city in California: fiscal self-reliance. A self-reliant city's ability to fund public safety, infrastructure and other vital municipal services is determined by its economic base and revenue structure. Faced with permanent cutbacks in federal spending and the loss of local property tax revenue, which was taken from cities and counties by the state, each locality is now dependent upon the revenue generated from its own economic base to define the level of services it can afford to provide.

The economic base consists of land, buildings and other structures and personal property of commercial, industrial, residential, institutional, and government users. The revenue structure consists of non-discretionary taxes which a city does not have the authority to directly control --such as property tax, sales/use tax and state subventions --and discretionary taxes which are revenue sources that a city has the authority to directly control --such as business license tax, transient occupancy tax, utility users tax (where applicable) and franchise fees.

Cities experience changes in their business base at an average rate exceeding 20% per year, due to business openings, closings, expansions, consolidations, relocations, mergers, acquisitions and other events. Not only do cities' economic bases change, but their revenue structures change as well, due to legal decisions, legislation, regulation, deregulation, and emerging technology. In order to survive, Hayward has reduced costs and improved efficiency by restructuring and reorganizing service delivery. Reducing costs and improving efficiency are important, but they are not the only strategies that will assure Hayward can continue to provide residents, businesses and their customers and suppliers with quality services. Strategies that encourage land use, development and businesses that generate sufficient revenue from non-discretionary taxes (sales/use and property taxes) to pay their way *and* meet the needs of Hayward residents and businesses are important. Equally important, since developable land is limited, are strategies that discourage land use, development and businesses that do not generate sufficient revenue to pay their way without creating a public good. As the City approaches build-out, the



challenge will be how to ensure productive re-use of existing resources to create a healthy, self-sustaining city.

### Employment Base and Local Resources

Hayward's economic development resources consist of its businesses, its employed residents, its training and education systems, and the local business climate. According to available Census data, there has been an increase in the number of Hayward residents employed in the following industries: finance/insurance/real estate, wholesale trade, communications/public utilities, transportation, and construction. The number of residents employed in manufacturing durable goods has decreased. In general, Hayward residents appear to be employed in the same industries that do business in Hayward, although, residents may work for firms that are not located in Hayward.

The State Economic Development Department (EDD) projects openings by occupation, based on survey data collected from employers. In recent years, in Alameda County, occupations with the most openings have been in relatively low wage fields such as retail salespersons, cashiers, clerical, waiters and waitresses, janitors, food preparation workers and many different types of clerks. Out of the 25 occupations with the most openings, only three -- general managers/top executives, computer programmers and accountants/auditors -- were higher wage jobs that require a college or technical education. The occupations with the highest growth rate are not the occupations with the most openings. In general, those occupations require higher education and are relatively high wage jobs such as tax examiners, computer engineers, technical writers, and data processing equipment repairers.

Hayward Unified School district serves over 20,000 students of varied cultures, languages, and backgrounds. The district's diversity, openness to change, and commitment to student learning have led to its recent involvement in several major school reform projects. Problems do remain. Many schools still have relatively high transiency rates and many are now close to physical capacity. In recent years, the District's high schools have had approximately the same college attendance rate as the New Haven and San Lorenzo school districts and Alameda County as a whole. However, the rate is lower than the San Leandro and Fremont districts. The District's dropout rate is higher than surrounding districts. New programs have been implemented which focus on at-risk students and these programs are beginning to show some positive results. There have also been coordinated efforts to improve educational achievement including Healthy Start (with city, county, and nonprofit organizations) and the School-To-Career program (with Chabot College and Cal State East Bay).

Hayward is home to Chabot College, a community college, and to California State University East Bay (CSUEB). CSUEB is a leader in multimedia studies. It has one of the top business schools in the State system and has been a training ground for entrepreneurs from Russia and China. Both Chabot and CSUEB work closely with employers to tailor training programs for employees. In addition there is a myriad of other educational resources located in Hayward, including the Hayward Adult School,



business colleges, technical training programs, a Regional Occupational Program, and a Career Center for displaced workers.

According to past surveys of Hayward firms, the most important factors attracting them to Hayward were access to markets, relatively low lease rates/building costs, access to transportation facilities, proximity to owner's residence, and labor availability. Local commercial and industrial brokers have indicated that these same factors, with the exception of proximity to the owner's residence, remain important today.

Streamlining city government, particularly the development process, continues to be an important issue for businesses and realtors. The City has made significant progress in improving the development review and permitting process. As Hayward has improved its development process, so have surrounding localities. Cities have begun to compete for certain types of new business and a streamlined regulatory process provides a competitive advantage.

Hayward currently offers the following incentives, depending on the business type:

*Financial assistance.* Types of assistance include CDBG loans, assistance with SBA loan packaging, deferral of some City fees for high priority projects, assistance with land assembly and land-write downs in the redevelopment area, construction of infrastructure, and tax-exempt and taxable industrial bond financing.

*Non-financial assistance.* Types of assistance include pre-application meetings, fast-track development processing, and meetings with architects, engineers, and contractors on an as-needed basis. No site plan review is required within the Industrial District as long as the project meets design guidelines.

The City's key economic development policies are:

1. Utilize an economic strategy that balances the need for development with other City goals and objectives;
2. Create a sound local economy that attracts investment, increases the tax base, creates employment opportunities for residents and generates public revenues;
3. Facilitate the development of employment opportunities for residents;
4. Continue to enhance the City's image in order to improve the business climate;
5. Attract new businesses; and
6. Retain existing businesses.

The City of Hayward has traditionally recognized the importance of economic development activities that are eligible for CDBG funding. Activities must benefit lower- and moderate-income persons, either by upgrading commercial areas of lower-income neighborhoods or by providing jobs available to lower-income residents as a



result of assistance. Assistance for these activities may be in the form of grants, loans, loan guarantees, interest supplements, and technical assistance.

The purpose of the City's Small Business Revolving Loan Program is to enable businesses to create job opportunities, particularly for lower- and moderate-income Hayward residents. Loans may be used for facade improvements, equipment acquisition, leasehold improvements, working capital, and real estate acquisition/rehabilitation for owner-businesses. A Program condition includes the execution by borrowers of a First Source Hiring Agreement requiring 51% of all jobs created be offered to lower- and moderate-income Hayward residents. Special incentives are provided to businesses that serve the target neighborhoods of Harder-Tennyson and Burbank.

*Objective 1:* Continue to provide small business loans through the City's Revolving Loan Program.

*Objective 2:* Provide neighborhood economic development revitalization services.

*Objective 3:* Increase the number of permanent jobs available to lower income Hayward residents by increasing business attraction, retention and expansion activities.

### **Geographic Distribution**

All activities described in this section are intended to serve the entire jurisdiction.

### **Antipoverty Strategy (91.215 (h))**

According to the 2000 Census, the number of persons in poverty was 13,805 or 10 percent of Hayward's total population; there were 2,313 families in poverty out of 32,228 Hayward families for a total of 7.2% families in poverty.

Because available federal and local resources are limited, the City cannot possibly implement an effective anti-poverty strategy on its own. Consequently, the City plans to continue to participate in joint efforts to promote economic development and job-creation activities for low-income persons and families. Such activities include partnerships with California State University, East Bay; Chabot College; Hayward Unified School District; Hayward Area Recreation and Park District; the State Employment Development Department - Hayward office, the Alameda County Economic Development Alliance for Business (EDAB); the Alameda County Workforce Investment Board (WIB) as well as local Community-Based Organizations (CBO's) and neighborhood groups.

Specifically, the City is involved in and supports the following:

- **ACCESS One Stop Career Center - Eden Area Partnership:** The City is a managing partner of the One-Stop Career Center in Hayward which provides job placement and training services, and is funded with Department of Labor Workforce Development Act (Workforce Investment Board) funds. Other



participants in the One Stop Career Center are the Hayward branch of the California Employment Development Department, Vallecitos CET, Veterans Assistance Center, and the Hayward and Mission Valley Regional Occupational Programs, Hayward and San Leandro Adult Schools, the City of San Leandro, Davis Street Community Center, San Lorenzo and Castro Valley County Libraries, and Eden Information & Referral. The Center provides job placement information, access to computers, telephones and other office equipment for job seekers, internet access for job leads and applications, job counseling and interview opportunities with employers who are seeking personnel. Anyone who is unemployed, underemployed, and seeking work can use the Center. Special programs are also provided through the Center, such as those for CalWorks participants which offer opportunities for upgrading skills and knowledge, work habits, and dealing with stress.

- **Alameda County Continuum of Care** (See Homeless Needs section).
- **Alameda County Workforce Investment Board (WIB)** - The WIB is a policy board of 41 business and government members, whose mandate is to set policy for workforce placement and development throughout Alameda County (excluding Oakland which has its own WIB). The WIB allocates federal Department of Labor funds which support job training programs designed to upgrade the skills of lower income adults and youth, and to provide services to dislocated workers. City representatives sit on the WIB, as well as on the WIB's Youth Policy Council, to ensure that funded job training programs are meeting the needs of lower income Hayward residents seeking work.
- **Alameda County Service-Learning Partnership** - The Alameda County Service-Learning Partnership, formed in the spring of 1994, currently involves over 40 different teaching and community-based partners. The Partnership is designed to assist teachers in elementary, middle and high schools to create contextual learning experiences for their students while at the same time providing a service to local communities.
- **Economic Development Alliance for Business (EDAB)** - EDAB is a county-wide partnership of business and local governments designed to retain and attract jobs to Alameda County. EDAB works on a variety of issues facing businesses – transportation, workforce preparation, reducing “red tape” and State regulatory issues, and financing -- that may hamper expansion, retention and attraction efforts. EDAB led the County's job development efforts for CalWorks participants. In addition, some of the industries to which EDAB has provided assistance, such as the food processing industry, hire and train entry level workers. The City of Hayward is a member of EDAB's Economic Development Directors Council and participates in many EDAB activities.
- **Hayward Coalition for Youth** - The Hayward Coalition for Youth (Coalition) is made up of over one hundred individuals and representatives from community



service and faith-based organizations, public agencies and businesses committed to creating an environment where youth can thrive and succeed. The mission of the Coalition is to achieve this through the promotion of the efficient and effective delivery of health, education, recreation, cultural, and human services for Hayward youth and their families.

- **Senior Services Coalition of Alameda County** - The Senior Services Coalition of Alameda County is made up of public and private organizations working together to ensure a system of security and well-being for older adults, their families and their care givers. Standing committees of the Senior Services Coalition include: Advocacy, Marketing and Public Relations, Program & Resource Development, Technology and other ad hoc committees as needed.
- **South Hayward Neighborhood Collaborative** - The South Hayward Neighborhood Collaborative (the Collaborative) is a formal partnership of over thirty groups and individuals representing residents of South Hayward, community-based organizations, faith-based organizations, and public agencies. Since 1996, the Collaborative has continually developed a unique organizational structure designed to help local residents help themselves become as economically self-sufficient as possible. Some of the current services offered through the Collaborative include:
  - *The Institute for Success:* This is a CalWorks Work-First employment training program located on the Glad Tidings community church campus.
  - *The Employment Journey:* A foundation grant given to the Collaborative supports this program which provides long-range employment planning and job retention services to both CalWorks participants and low-income workers who do not qualify for CalWorks benefits, but who still need assistance.
  - *The Family Resource Center:* This program provides a menu of family case management and basic support services to families including: emergency food, clothing, transportation assistance, and case management services.
  - *Healthy Start:* This program provides school-based support services for children and families through five different school sites in the community. All of the services listed above can be made available to program participants through the Collaborative.
  - *Economic and Community Development Committee:* This planning committee of the Collaborative attempts to coordinate the efforts of local community and faith based organizations, public agencies and private business interests in order to improve the quality of life in the South Hayward Neighborhood community.



- **Youth Enrichment Program (YEP!)** - YEP! Was initiated as a joint program created by the City, the Hayward Unified School District (HUSD), and the Hayward Recreation and Park District (HARD) in response to the need for more youth activities and improved academic performance in low-income areas. YEP is based on school campuses. The program provides after-school and summer enrichment activities for children ages 8 – 14 in the public schools. Through YEP, youth participate in such activities as music, dance, trips, and art projects, as well as obtain help with homework and gain experience using computers. HUSD has expanded the Youth Enrichment Program to all of its elementary and middle schools with the support of State Department of Education funding. Thousands of youth participate in and benefit from YEP annually.

### **Low Income Housing Tax Credit (LIHTC) Coordination (91.315 (k))**

Not Applicable – This section is required for State grantees only.

## **NON-HOMELESS SPECIAL NEEDS**

### **Specific Special Needs Objectives (91.215)**

#### **Non-homeless Special Needs Analysis (Including HOPWA)**

The City has a long history of participating with other jurisdictions in Alameda County, and with Eden Housing, in jointly funding housing projects that serve lower-income Hayward residents with special needs. Additionally, there are privately-operated facilities located in Hayward that serve developmentally disabled children, teens, adults, and seniors. The City is strongly committed to encouraging all people, including people with disabilities, to participate in the public process and provides accommodations in compliance with the Americans with Disabilities Act of 1990 (ADA).

2000 Census data on Hayward residents with disabilities shows that 19% of the City's residents have one or more disabilities that may impact on their housing requirements. Low-income persons and families with special needs, including the frail elderly, persons with disabilities, persons with HIV/AIDS, persons with alcohol or other drug problems, and victims of domestic violence need housing with support services. Supportive housing can increase life expectancy and quality of life for persons with special needs. For many, it can be the key to preventing or permanently ending homelessness. However, there are very few housing developments that provide direct supportive services.



The California Department of Rehabilitation estimates that 3% of the total population has disabilities which have an impact on their housing requirements to a significant degree, forcing persons with disabilities to live near medical facilities, live in specially designed homes or live in congregate housing. Because the sole source of support for many people with disabilities is SSI, these are extremely low-income households. Many have difficulty obtaining housing when vacancy rates are low, and even when there are vacancies, most market rate housing is unaffordable for these individuals. Many units of affordable housing are not accessible and cannot accommodate physically disabled persons. Education of landlords and disabled tenants regarding reasonable accommodation is sporadic. The lack of understanding by landlords of the needs of disabled tenants often leads to eviction proceedings, rendering the disabled person homeless and with a poor tenant history making future rental opportunities even more difficult.

There are many privately-operated residential facilities, including nursing homes and numerous licensed and unlicensed group homes, located in Hayward that serve children, teens, adults, and seniors with disabilities. There are 107 licensed group homes in the City. It is not known how many unlicensed group homes there are serving six or more residents; although, City staff estimate that there are at least as many unlicensed as licensed homes. The City does not require a use permit for group homes serving fewer than seven residents; these are treated as single-family homes. Also, the City does not require a use permit for either child or adult day care programs serving fourteen or fewer people.

Recognizing these issues, the City has a long history of funding such community-based service organizations as: Community Resources for Independent Living (CRIL) - the southern Alameda County independent living center, and Eden Council for Housing Opportunities (ECHO) to educate landlords regarding the needs and rights of people with disabilities, the availability of the City's accessibility grant program and the state and federal government's fair housing requirements, e.g. Section 504. ECHO also audits rental residential developments for housing discrimination as part of ECHO's CDBG contract with the City. After audits are completed ECHO follows up with an educational campaign directed at the owners and managers of the apartments involved so that they receive feedback on their performance in the audit, as well as information and training regarding fair housing laws.

While less vulnerable populations may need fewer services located at their place of residence, they still need to be able to access services from local community and faith-based organizations. In these instances, affordable, reliable, and in some cases "accessible" transportation is required (i.e., vehicles that can transport persons who use wheelchairs). In 2002 Alameda County voters elected to continue the "Measure B ½ Cent Sales Tax" which generates revenue for transportation related projects and services throughout the County, including special services for seniors and persons with disabilities referred to as paratransit. The City utilizes Measure B funds to support the Hayward Paratransit Program, designed to supplement and compliment the ADA paratransit



services offered by AC Transit and BART. This program is designed to address the unmet special transportation needs of Hayward seniors and persons with disabilities.

**Priority 1:** Increase the availability of service-enriched housing for persons with special needs.

The needs analysis for this objective shows that providing services for those with special needs may prevent these individuals from becoming homeless. The following objective demonstrates the City's continuing support for regional projects that serve those with special needs.

*Objective:* The City will participate with other jurisdictions to jointly fund service-enriched special needs projects that serve Hayward residents.

### **Housing Opportunities for People with AIDS (HOPWA)**

Please refer to the Alameda County Consortium Consolidated Plan for a discussion of these issues.



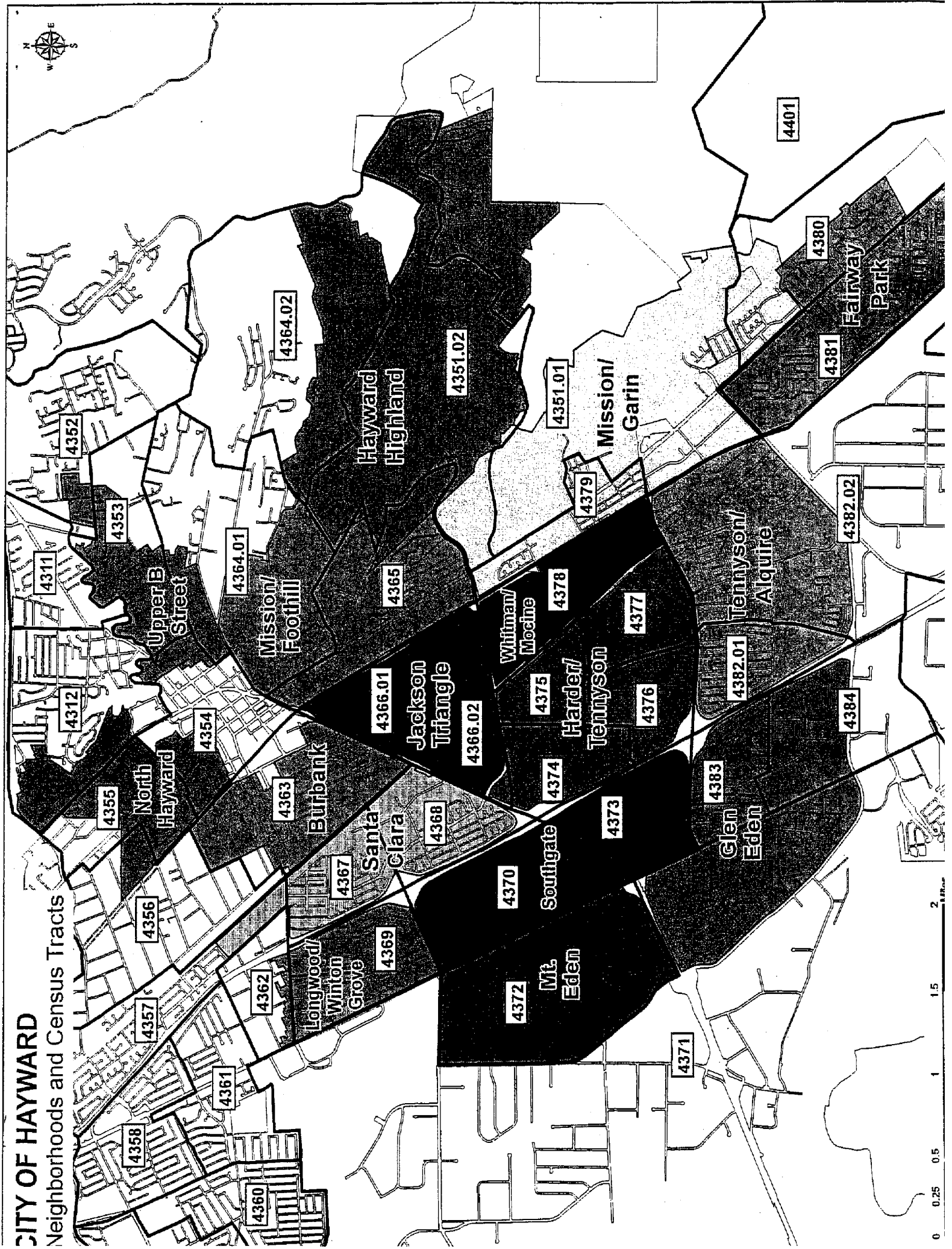
## **Attachment 1**

### **Map of Hayward Neighborhood and Census Tracts**



# CITY OF HAYWARD

Neighborhoods and Census Tracts





## **Attachment 2**

### **Housing Needs Table**



[illegible]



2



[illegible]



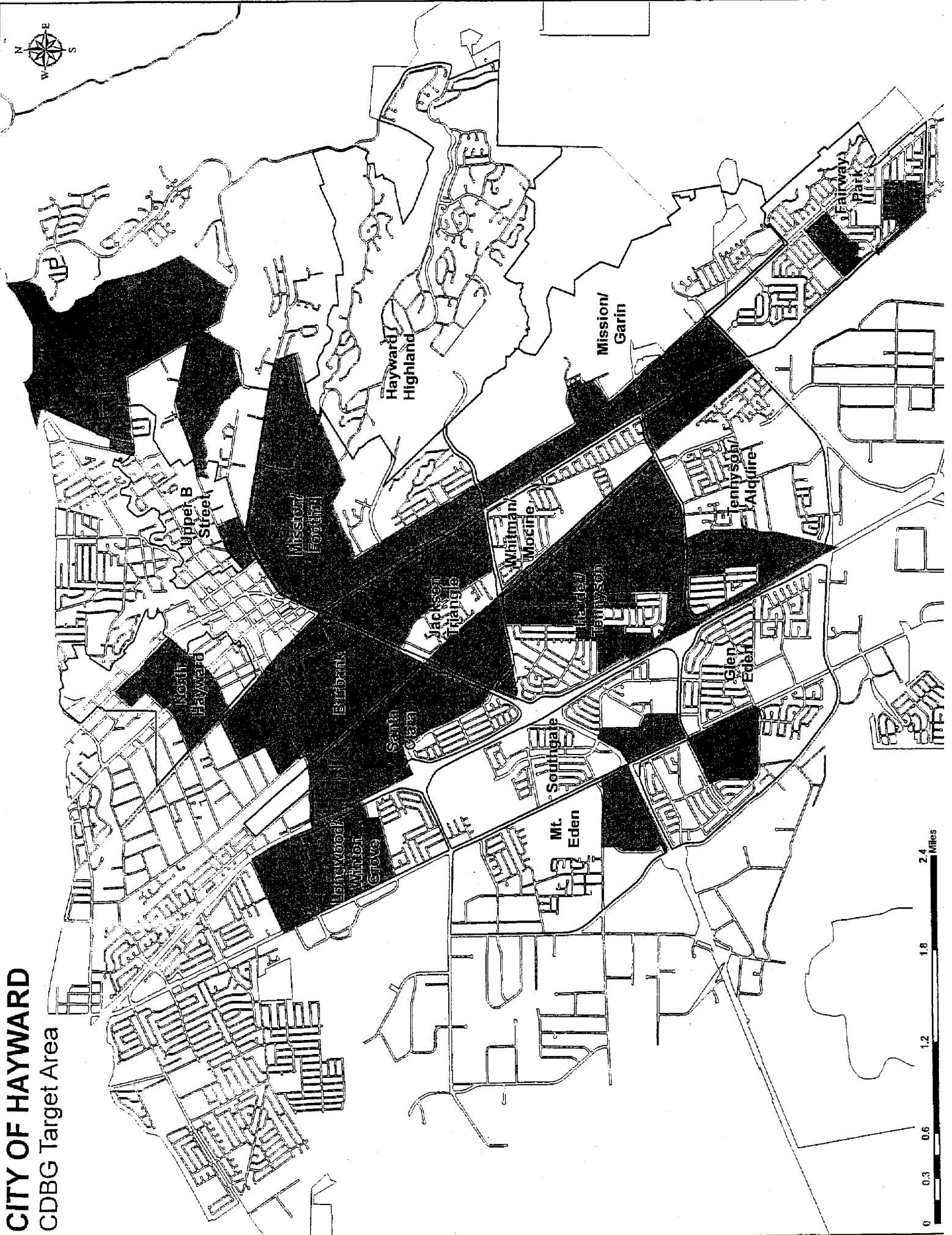
## **Attachment 3**

### **Map of Hayward CDBG Target Areas**



# CITY OF HAYWARD

CDBG Target Area





## **Attachment 4**

### **Housing Market Analysis**



**City of Hayward****Housing Market Analysis***Complete cells in blue.*

Vacancy Rate	0 & 1 Bedroom	2 Bedrooms	3+ Bedroom	Total	Substandard Units
Housing Stock Inventory					
<b>Affordability Mismatch</b>					
Occupied Units: Renters	9,222	8,179	3,205	20,807	
Occupied Units: Owners	2,061	5,508	1,601	23,584	
Vacant Units: For Rent	1,287	209	33	479	
Vacant Units: For Sale	105	14	107	253	
Total Units Occupied & Vacant	11,826	13,937	19,360	45,123	0
Rents: Applicable FMRs (in \$s)	1,153	1,342	1,879		
Rent Affordable at 30% of 50% of MFI (in \$s)	76	93	107		
<b>Public Housing Units</b>					
Occupied Units	NA	NA	NA	0	NA
Vacant Units	NA	NA	NA	0	NA
Total Units Occupied & Vacant	0	0	0	0	0
<b>Rehabilitation Needs (in \$s)</b>					
	NA	NA	NA	0	



## **Attachment 5**

### **Community Development Needs Table**



Community Development Needs		Needs	Current	Gap	5-Year Quantities										% of Goal	Priority Need:	Address to	Plan to Fund?	Fund Source		
					Year 1		Year 2		Year 3		Year 4		Year 5							Cumulative	
					Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual						Goal	Actual
Public Facilities and Improvements	01 Acquisition of Real Property 570.201(a)	12	12	0	12	12	12	12	12	12	12	12	12	2	0	0%	H	\$258,330	Y	C	
	03 Public Facilities and Improvements (General) 570.201(c)	10	10	0	10	10	10	10	10	10	10	10	10	10	0	0%	H	\$325,000	Y	C	
	03B Handicapped Centers 570.201(c)	5	5	0	5	5	5	5	5	5	5	5	5	5	0	0%	H	\$450,000	Y	C	
	03C Homeless Facilities (not operating costs) 570.201(c)	7	7	0	7	7	7	7	7	7	7	7	7	7	0	0%	H	\$357,553	Y	C	
	03F Parks, Recreational Facilities 570.201(c)	2	2	0	2	2	2	2	2	2	2	2	2	2	0	0%	H	\$127,500	Y	C	
	03M Child Care Centers 570.201(c)	4	4	0	4	4	4	4	4	4	4	4	4	4	0	0%	H	\$172,000	Y	C	
03P Health Facilities 570.201(c)	4	4	0	4	4	4	4	4	4	4	4	4	4	0	0%	H	\$510,972	Y	C		
Public Services	05 Public Services (General) 570.201(e)	6,430	6,430	70	6,430	6,430	6,430	6,430	6,430	6,430	6,430	6,430	6,430	0	0%	H	\$575,000	Y	C		
	05A Senior Services 570.201(e)	125	125	250	125	125	125	125	125	125	125	125	125	875	0	0%	H	\$71,940	Y	C	
	05B Handicapped Services 570.201(e)	475	475	225	475	475	475	475	475	475	475	475	475	1,650	0	0%	H	\$242,500	Y	C	
	05F Substance Abuse Services 570.201(e)	100	100	0	100	100	100	100	100	100	100	100	100	100	0	0%	H	\$47,500	Y	C	
	05G Battered and Abused Spouses 570.201(e)	260	260	305	260	260	260	260	260	260	260	260	260	955	0	0%	H	\$418,635	Y	C	
	05J Fair Housing Activities (if CDBG, then subject to 570.201(e))	240	240	80	240	240	240	240	240	240	240	240	240	160	0	0%	H	\$444,100	Y	C	
	05K Tenant/Landlord Counseling 570.201(e)	525	525	170	525	525	525	525	525	525	525	525	525	355	0	0%	H	\$414,625	Y	C	
	14A Rehab; Single-Unit Residential 570.202	315	315	0	315	315	315	315	315	315	315	315	315	325	0	0%	H	\$4,375,000	Y	C	
18C Micro-Enterprise Assistance	40	40	0	40	40	40	40	40	40	40	40	40	40	0	0%	H	\$150,000	Y	C		
Totals		12,014	10,914	1,100	2,189	0	2,183	0	2,185	0	2,184	0	2,183	0	10,924	0	0%		\$8,835,405		

\*Assumes that available CDBG funds remain relatively constant over the 5 year period.



## **Appendix A**

### **Citizen Participation Plan**



# CITIZEN PARTICIPATION PLAN

CITY OF HAYWARD

2005



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## **Introduction**

Each year, the City of Hayward receives funding for housing and community development activities from the federal government through the US Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) and HOME Investment Partnership programs. These programs require that the City of Hayward develop a Citizen Participation Plan (CPP) that provides community members with an opportunity to participate in planning and assessing the CDBG and HOME programs. The City of Hayward's CPP invites all City residents to participate including low and moderate-income persons, persons living in blighted areas, members of minority groups, members of non-English speaking groups, residents of areas where a significant amount of federally-funded activity is proposed or ongoing, senior citizens, people with disabilities, the business community, and civic groups interested in the CDBG and HOME programs.

### ***Citizen Participation Goals***

The goals of the City of Hayward's citizen participation process are:

- To provide residents with information about the range of activities that may be undertaken through its Block Grant program, the kinds of activities previously funded in the community, the level of funding available to carry out these activities, and an estimate of the amount of funds that will benefit low- and moderate- income persons;
- To ensure and retain the involvement and/or representation of low- and moderate- income residents who are most likely to be affected by the Community Development Block Grant Program;
- To provide residents with opportunities to articulate needs, express preferences about proposed activities, assist in the selection of priorities, and the development of the plans, applications and reports;
- To provide residents with the opportunity to submit comments and make suggestions to improve the City's community development performance.

### ***Overview of the Citizen Participation Plan***

This plan helps residents understand and participate in the development of the CDBG and HOME programs. Using this plan a resident can determine what planning, administration or reporting activities are occurring throughout the year. This plan describes HUD- funded programs in Hayward and citizen participation opportunities related to: the CDBG Program, the HOME Program, Annual Performance Reports, other citizen participation issues, and managing the Citizen Participation Plan. For more information please call the City of Hayward Department of Community and Economic Development at (510) 583- 4250.



## Federal Programs in Hayward

The following program descriptions explain the type and scope of the City's HUD-funded housing and community development programs.

**Community Development Block Grant (CDBG)** - This program provides a flexible source of funding for non-profit agencies to carry out programs and projects ranging from acquiring or repairing buildings or housing, to public service activities. CDBG-funded activities must address at least one of the following federally-defined national objectives:

- Directly benefit lower-income persons;
- Be conducted in an area where more than 51 percent of the population is lower income; or
- Eliminate slum and blighting conditions.

CDBG programs and projects may address urban blight by making physical improvements in predominantly low-income neighborhoods, or by providing direct services to low-income families and persons. Definitions of low and moderate-income are provided later in this Plan.

The following areas of community need may be addressed by CDBG-funded activities:

- **Ownership Housing** - Programs and projects to increase the percentage of homeowners including new housing development that is affordable to lower-income households. Eligible activities include the purchase and improvement of land to build homeowner units, rentals, and condominiums; the development of housing for the disabled and elderly; and the development of emergency housing.
- **Housing Rehabilitation** - The conservation and improvement of dwellings occupied by lower-income households. These activities include rehabilitation and minor home repairs.
- **Neighborhood Facilities and Improvements** - Acquisition, construction, reconstruction, rehabilitation or installation of eligible public facilities and improvements. Projects may include senior centers, centers for people with disabilities, curb ramps, removal of architectural barriers, parks, community gardens, playgrounds, and recreational facilities.
- **Public Services** - Fair housing, housing counseling services, the investigation of housing discrimination complaints, housing placement assistance to lower-income households and other housing-related social services. No more than 15 percent of each annual CDBG award is permitted to be allocated each year to Public Services projects.
- **Economic Development** - Acquisition of real property, construction or rehabilitation of commercial or industrial facilities, and assistance to nonprofit organizations and small businesses.
- **Commercial Rehabilitation** - Activities include facade improvements, emergency health and safety repairs, and ADA / disabled accessibility repairs when caused by facade improvements for commercial properties in the downtown redevelopment area.



**HOME Investment Partnership** - The City of Hayward receives funding from the HOME Investment Partnership through its participation in the Alameda County HOME Consortium. HOME funds may be used to acquire, rehabilitate, finance and construct affordable housing. The Alameda County Department of Housing and Community Development is responsible for preparing plans and reports required by HOME program regulations. This Citizen Participation Plan will only provide a brief description of the citizen participation requirements for the HOME program. For more information regarding the HOME program, please contact the Alameda County Department of Housing and Community Development at (510) 670-5398.

## **The CDBG Program**

### ***Introduction***

The CDBG program operates on an annual basis, and the City of Hayward uses its CDBG allocation each year to fund a variety of housing and community development activities. Typically, programs and projects are implemented during a twelve month "program year." The program year coincides with the City's fiscal year that begins July 1 and ends June 30 of the following calendar year.

Federal regulations require the City of Hayward to begin to prepare for the upcoming year in the Fall of the *preceding* year. The City begins preparations each Fall for the allocation of funds that will be used during the program year that begins the following July.

### ***The Citizen Advisory Commission (CAC)***

The City of Hayward's Citizen Advisory Commission (CAC) is an easily accessible way for Hayward residents to participate in all phases of the CDBG program. The CAC conducts its evening meetings on the third Wednesday evening every month, and advises and makes recommendations to the City Council on the CDBG program. The CAC assists in identifying housing and community development needs, setting priorities, making recommendations regarding the annual allocation of CDBG funds, and amending Annual Action Plans.

CAC members must be Hayward residents and are appointed by the City Council for four-year terms. The CAC includes low and moderate-income residents, representatives from non-English speaking groups, and ethnically diverse groups in targeted neighborhoods. For more information about CAC membership, please contact the Hayward City Clerk's office at (510) 583-4400.

The CAC's monthly evening meetings are open to the public. At these meetings, the CAC discusses the progress of CDBG-funded housing and community development activities and makes recommendations to the City Council, as necessary. These meetings also provide routine opportunities for community residents to participate in the assessment of current activities.

The City of Hayward's Community and Economic Development Department staff supports the CAC and maintains records (agenda minutes, resolutions, etc.) for public review. Routinely, fiscal reports and annual performance reports on CDBG-funded projects are prepared by City staff and reviewed by the CAC.



## ***Funding Schedule***

The activities receiving CDBG funds must meet federal eligibility requirements, and support locally defined housing and community development goals and objectives. The CDBG program is a federal program, although the City is responsible for the allocation of these funds to specific programs and projects. The allocation process includes resident participation opportunities at meetings, work sessions, and public hearings.

Potential CDBG applicants are encouraged to attend the City's annual technical assistance workshop to learn how to complete and submit an application packet. City staff and the CAC review these materials and interview applicants. Both the CAC and City staff make advisory funding recommendations to the City Council. The City Council makes the final funding allocations.

The Annual Funding Process Calendar is updated in advance of each program year. To receive a copy of the upcoming CDBG Funding Process Calendar, please call 510-583-4250.

## ***Funding Forum***

Planning for a new program year begins with the annual Funding Forum - typically scheduled in the Fall of each year. The Annual Funding Forum is advertised in the *Daily Review*, a newspaper of general circulation, and notices are posted at the public library branches, City Hall, and on the City's website ([www.hayward-ca.gov](http://www.hayward-ca.gov)). Notice is also mailed to hundreds of local social services agencies that provide services to low-income Hayward residents. The Forum is designed to encourage low and moderate-income persons, members of minority groups, members of non-English speaking groups, and residents of targeted neighborhoods to express their views and ideas regarding community development and housing needs. The following information is presented to Hayward residents and nonprofit organizations:

- CDBG program requirements and the annual application processes;
- The amount of anticipated CDBG funds available for housing and community development activities;
- The range of eligible activities for which these funds may be used;
- The projects funded during prior program years.

Forum participants are invited to discuss City needs in the areas of housing, economic development, and neighborhood revitalization, in order to identify the types of CDBG - eligible projects and services needed by low and moderate income Hayward households. Other CDBG-related topics presented for discussion at the Forum are: application submission, evaluation, and approval processes, and the (annually updated) Funding Process Calendar.



## ***Proposal Evaluation and Funding Allocation Process***

The City of Hayward uses a formal process to guide the evaluation, prioritization, and selection of proposed activities to determine which projects will receive CDBG funding. The CAC and City staff uses this process to evaluate each proposed project according to the following criteria:

- Eligibility in terms of HUD CDBG program requirements;
- Implementation feasibility and readiness;
- Degree of planning;
- Benefit to persons of low- and moderate-income or eliminate slum and blight conditions;
- Priority of need to be addressed.

After reviewing the proposals and interviewing applicants, the CAC and City staff prepare initial funding recommendations that are subsequently forwarded to City Council. The preliminary funding recommendations of the CAC and City staff are made available to all applicants prior to finalizing allocation recommendations to City Council. Applicants may appeal the preliminary and/or final recommendations.

Following any appeals, allocation recommendations are finalized and forwarded to City Council. The City Council considers these recommendations at a work session typically held in April or May and at a public hearing typically held the following week. The public hearing is held during a regular evening City Council meeting. People with disabilities are accommodated. The City Council makes the final allocation of CDBG funds at the public hearing.

The City Council's allocation of CDBG funds is presented to HUD in its Annual Action Plan for Non-HOME Funds. The list of activities receiving an allocation is the substantive portion of the Annual Action Plan. This plan is developed each year to address the housing and community development goals and objectives presented in the five-year Consolidated Plan. The City addresses these objectives through the allocation of CDBG funds to programs and projects. The City of Hayward collaborates with the Alameda County Department of Housing and Community Development to prepare the Annual Action Plan each year to:

- Serve as the City's application for HUD funding;
- Certify the City of Hayward's compliance with applicable federal regulations; and
- Identify programs and projects intended to receive an allocation of CDBG funds.

A draft Annual Action Plan is prepared by the City of Hayward and published by the Alameda County Department of Housing and Community Development. For more information about the development of the Annual Action Plan please contact the Alameda County Department of Housing and Community Development at (510) 670-5398.

A notice for the public hearing on the draft Annual Action Plan is published in the *Daily Review*, a local newspaper of general circulation at least 30 days prior to the hearing. The notice includes a summary of the draft Annual Action Plan and the CDBG funding recommendations. Copies of the complete draft Plan will be made available at the City of Hayward Department of Community and Economic Development. The Hayward City Council will consider any



comments received in writing or at public hearings. A summary of the comments will be included with any documents submitted to HUD.

### ***Amending the Annual Action Plan***

As noted above, a primary purpose of the Annual Action Plan is the presentation of activities to receive CDBG funding. However as necessary, the City of Hayward may need to modify the Annual Action Plan. Changing the use of CDBG funds from one eligible activity to another would constitute a substantial amendment to the Annual Action Plan. In such cases, an amended Annual Action Plan would be developed and published using a citizen participation process similar to the process used to develop the initial Annual Action Plan.

## **The HOME Program**

### ***Introduction***

The City of Hayward is a participant in the Alameda County HOME Consortium. The HOME Consortium was established in 1991 to obtain an allocation of funds under the Affordable Housing Act of 1990 for the development or rehabilitation of affordable housing. The HOME Consortium includes the cities of Alameda, Fremont, Hayward, Livermore, Pleasanton, San Leandro, and Union City, and the Urban County jurisdictions of Albany, Dublin, Emeryville, Newark, Piedmont, and the unincorporated areas.

### ***Developing the Alameda County HOME Consortium Five Year Consolidated Plan***

The Alameda County HOME Consortium Five Year Consolidated Plan is the primary long-range planning document for both the HOME and CDBG programs. It consists of:

- A housing and community development needs assessment;
- An inventory of resources (including HOME and CDBG funds) available to address those needs;
- A five-year strategy with goals and objectives; and
- A one-year Annual Action Plan that identifies the specific activities to be implemented and presents the allocation of the City's HOME and CDBG funds for one fiscal year. Each year following the adoption of the Five Year Consolidated Plan, the City adopts a new Annual Action Plan.

As lead agency of the Alameda County HOME Consortium, the Alameda County Housing and Community Development is responsible for coordinating the development of the Alameda County Consortium Five Year Consolidated Plan, and certain aspects of the development of the City of Hayward's Annual Action Plan. The Plan presents both county-wide information and information specific to each participating jurisdiction. City of Hayward staff prepares the section relevant to Hayward and its development will include citizen participation by Hayward residents.



The development of the Five Year Consolidated Plan occurs once every five years and will include community workshops and other related activities. The specific citizen participation process will be established by the County prior to preparing the Plan and will comply with the latest HUD regulations. For more information about the development of the Alameda County HOME Consortium Five Year Consolidated Plan please contact the Alameda County Department of Housing and Community Development at (510) 670-5398.

### ***The HOME Consortium Annual Action Plan***

The Alameda County Department of Housing and Community Development coordinates the development of the HOME Consortium's Annual Action Plan with the cooperation of each participating jurisdiction. Due to the collaborative nature of the Consortium, The City of Hayward may not use its annual allocation of HOME funds each year. In the years that the City of Hayward elects to use its HOME allocation, HOME funded activities will be described in the HOME Consortium's Annual Action Plan. This plan will be developed by the City of Hayward in conjunction with the Alameda County Department of Housing and Community Development Department and will follow similar citizen participation procedures used in the development of the Annual Action Plan for Non-HOME funds. For more information about the development of the HOME Consortium Annual Action Plan please contact the Alameda County Department of Housing and Community Development at (510) 670-5398.

### ***Amending the HOME Consortium Annual Action Plan***

From time to time the City of Hayward, as a participant in the Alameda County HOME Consortium may wish to change its allocation of HOME funds. This action will require amending the HOME Consortium Annual Action Plan which originally presented the allocation to be modified. The Alameda County Housing and Community Development Department will issue a public notice on behalf of the City of Hayward announcing the amendments to the City's portion of the Alameda County HOME Consortium Annual Action Plan. Summaries of the draft version of the Amended HOME Annual Action Plan will be available in formats accessible to persons with disabilities, upon request. There will be a public review period of thirty days during which comments on the draft amended Plan may be made before the amendment is finalized. Comments may be registered in writing or orally at public hearings. The Alameda County HOME Consortium shall consider any comments or views of citizens received in writing or orally. A summary of the comments or views, and a summary of any comments or views not accepted and the reasons therefore, will be attached to the substantial amendment upon submission to HUD.



# **Consolidated Annual Performance Reports**

## ***Introduction***

HUD regulations require the City of Hayward to prepare a Consolidated Annual Performance Report (CAPER) on the activities funded through the CDBG program. The CAPER Report requirements typically include the preparation of narrative descriptions of each activity and quantitative analysis of the funds expended and services provided during the program year.

Due to the variety of CDBG funded activities, the performance indicators for a given activity may include the number of households served along with other characteristics such as income and demographics or the number of public improvements completed during the program year. This Citizen Participation Plan focuses on the citizen participation process for developing the CAPER rather than the contents of the report itself.

## ***Developing the CAPER***

A draft version of the CAPER is developed by City staff and made available for a fifteen-day public review period.

An announcement of the public review period will be published each year in the *Daily Review*, a local newspaper of general circulation. A summary of the draft will be made available upon request in formats accessible to persons with disabilities. The complete draft will be made available at the City of Hayward Department of Community and Economic Development. A reasonable number of free copies of the CAPER will be provided upon request to members of the public. A summary of the comments will be included with any documents submitted to HUD.

Following the public comment period, the final version of the CAPER will be submitted to HUD.

# **General Citizen Participation Issues and Federal Requirements**

## ***City Council Work Sessions***

City Council work sessions are held in October each year to determine housing and community development needs and priorities and also held on the first Tuesday in May to review CDBG allocations for the Annual Action Plan. The public will be notified seven days in advance of each Council meeting through a published notice in the *Daily Review*, a newspaper of general circulation. All notices will also be published in Spanish, which is the second-most prevalent language spoken in Hayward (after English).



## ***Public Hearings and City Council Work Sessions***

Public hearings on the CDBG program will be held at various points during the program year. At least one public hearing will be held during the development of the Five Year Consolidated Plan or Annual Action Plan, and at least one public hearing will be held during the development of the CAPER. Two City Council work sessions may be held during the program year. One may be conducted in the Fall to provide information, and for resident input, if changes are recommended to previously adopted housing and community development needs and priorities. Another work session is regularly held prior to the submission of the Annual Action Plan.

The public will be notified thirty days in advance of each formal public hearing through a published notice in the *Daily Review*, a newspaper of general circulation. All notices will also be published in Spanish, which is the second-most prevalent language spoken in Hayward. Copies of the draft documents are available upon request. All documents are also provided in accessible formats for persons with disabilities, upon request, in accordance with the Americans with Disabilities Act.

Meetings are scheduled at times and locations to permit broad participation by low-and moderate-income persons. When requested, translators are made available to attendees who do not speak English and for people who are hearing-impaired. Translation services are available upon request in at least eight languages, as well as American Sign Language (ASL).

## ***Technical Assistance***

To invite and retain the involvement of low and moderate-income persons, including those who do not speak English, and residents in neighborhoods most likely to be affected by the CDBG program, staff provides information and technical assistance to community organizations so they may fully participate in planning, implementing, and assessing the CDBG program. Upon request, City staff also provides technical assistance to groups and individuals who are interested in developing project proposals.

## ***Program Information***

The following information will be available to the public from the City of Hayward Department of Community and Economic Development:

- All CDBG program mailings and promotional materials;
- Records of hearings and CAC meetings, a summary of the proposal evaluation process, and by-laws of the CAC;
- All program documentation, including applications from prior program years, letters of approval, performance reports, quarterly evaluation reports, other reports required by HUD, and the proposed and approved application for the current program year;
- Copies of the CDBG regulations governing the program;
- Explanation of program requirements, including contracting and operations procedures, environmental review policies, fair housing, and other equal opportunity requirements, relocation provisions, and the State Executive Order 12372 review process;



- The Citizen Participation Plan;
- Copies of written comments about the City's CDBG-funded housing and community development activities, the City's assessment of these comments, and a description of any actions taken; and
- Copies of the Consolidated Plan and the Action Plan.

All documents are available in Braille upon written request. Please allow 5 working days for preparation. Translation services in languages other than English also are available upon request. For hearing-impaired residents, ASL interpreters will be provided; at least 24 hours of advance notice is requested, in order to arrange for the services of qualified interpreters.

### ***Public Comments***

Citizens may submit comments by letter, facsimile, telephone or in person regarding any aspect of the CDBG program by calling (510) 583-4250, or by faxing (510) 583-3650. E-mails may be submitted using any of the CDBG links on the City website ([www.hayward-ca.gov](http://www.hayward-ca.gov)). Written comments should be sent to the following address. Each written comment will receive a written response within 15 working days.

City of Hayward  
 Department of Community and Economic Development  
 777 B Street  
 Hayward, California, 94541  
 Attention: Neighborhood and Economic Development Manager

### ***Consultation with Other Organizations***

When preparing the Annual Action Plan, the City of Hayward will consult with other public and private agencies that provide assisted housing, health services, and social services. The City of Hayward will also consult with adjacent local government jurisdictions, including local government agencies with metropolitan-wide planning responsibilities, particularly for problems that require coordinated solutions.

### ***Lead-Based Paint Hazards***

The Alameda County Department of Housing and Community Development, Lead Poisoning Prevention Program is this region's lead agency responsible for addressing lead-based paint hazards to prevent childhood lead poisoning. The Lead Poisoning Prevention Program is located in Oakland but its jurisdiction includes the City of Hayward.

Information and home test kits are available free of charge. The Program's general information line is (510) 567-8280.



## **Administering the Citizen Participation Plan**

The Citizen Participation Plan (CPP) complies with federal regulations that require resident participation during its initial development and any subsequent revisions. As appropriate, the City may revise its CPP to reflect changes in HUD regulations or the citizen participation process. Typically, revisions to the CPP will be proposed and made available in conjunction with the Consolidated / Annual Plan preparation and hearings.

A draft version of the revised CPP will be developed by City staff and made available for a public review period of at least 30 days. An announcement of the public review period will be published in the *Daily Review*, a newspaper of general circulation. A summary of the draft revised CPP will be made available upon request in formats accessible to persons with disabilities. The complete draft revised CPP will be made available at the City of Hayward Department of Community and Economic during the public review period. Upon request copies of the draft revised CPP will be provided to residents and groups.

Following the public comment period, a public hearing will be held on the draft revised CPP at a time and location convenient to current and potential program beneficiaries. Accommodations will be made for people who have disabilities. The Hayward City Council will consider all comments received in writing, or at public hearings.

## **Anti-Displacement and Relocation Assistance Plan**

The City of Hayward seeks to minimize or avoid temporary or permanent displacement of Hayward residents by City action whenever feasible. When displacement occurs as a result of federally-funded activities, the City of Hayward will act in compliance with of the Housing and Community Development Act of 1974, as amended, to mitigate any negative impacts of federally-funded activities.

In addition, the 1988 amendment to the Housing and Community Development Act of 1974 (Section 104(d)), requires the City to minimize the conversion or demolition of low- and moderate-income dwelling units. If such units are converted to market-rate dwelling or demolished through the City's federally assisted action, the City of Hayward will provide an equal number of low- and moderate-income units (bedroom for bedroom) within three years. Relocation benefits will also be provided to eligible low-income people who are displaced through the removal of low- and moderate-income units.

The City's *Residential Antidisplacement and Relocation Assistance Plan* is available for members of the community to review. If relocation services are triggered by City action, displaced persons will be given a written description of the types of assistance to which they may be entitled. The various types of assistance available will comply with Section 104(d) of the Housing and Community Development Act of 1974, and include:

- Eligibility conditions;



- Assurance that the displaced cannot be required to move permanently unless at least one comparable replacement dwelling has been made available;
- Explanation of the ninety-day advance notice;
- Descriptions of replacement housing, relocation payments, and other related benefits, if applicable;
- Procedures for obtaining payment;
- Advisory services.

Real property will be acquired by negotiation only after a written appraisal. Owners will be offered just compensation and will be paid before surrendering possession of their property.



## Glossary

**Action Plan** - A plan submitted to HUD annually which specifically describes CDBG funds allocated to activities that address priorities presented in the Consolidated Plan.

**CAPER** - Performance report submitted to HUD annually which describes the use of CDBG funds in accomplishing the goals identified in the Annual and Consolidated Plans.

**CDBG** - The US Department of Housing and Urban Development's Community Development Block Grant program.

**Consolidated Plan** - A plan that includes a housing and community development needs analysis, a survey of resources available to address those needs, and a five-year strategy that includes goals and priorities for the use of CDBG funds. The Consolidated Plan must be updated every five years and serves as the strategic foundation for subsequent one-year Action Plans.

**Consortium** - An organization of geographically contiguous units of general local government that are acting as a single unit of general local government for purposes of the HOME program, e.g. the Alameda County HOME Consortium.

**HOME** - The US Department of Housing and Urban Development's HOME Investment Partnership Program. This program provides funds for affordable housing programs and projects.

**HUD** - The US Department of Housing and Urban Development.

**Income** - HUD guidelines for determining low, very-low, and extremely low income statuses are formula based and therefore subject to change from year to year. For a copy of the current HUD income guidelines, please call (510) 583-4250.

**Program Year** - The City of Hayward receives HUD funding and must complete several HUD-mandated tasks on an annual basis. The CDBG and HOME programs operate according to a twelve-month schedule that corresponds with the City's fiscal year - July 1 through June 30.



**THIS CALENDAR IS UPDATED ANNUALLY. FOR A COPY OF THE CURRENT OR  
UPCOMING FUNDING PROCESS CALENDAR, PLEASE CALL (510) 583-4250.**

**CITY OF HAYWARD  
COMMUNITY DEVELOPMENT BLOCK GRANT**

**SAMPLE FUNDING PROCESS CALENDAR**

<u>Timing</u>	<u>Activity / Event</u>
Fall	Funding Forum / Applications Distributed <sup>1</sup> Technical Assistance Workshop <sup>1</sup>
Fall/Winter	CDBG Application Deadline  <b>LATE SUBMISSIONS WILL NOT BE CONSIDERED FOR FUNDING</b>
Winter	Application Review Committee Interviews CAC Preliminary Recommendations Preliminary Recommendations Faxed to Applicants
Winter/Spring	Applicant Appeals / Final CAC Recommendations
Spring	City Council Work Session <sup>2</sup> City Council Funding Allocations <sup>2</sup> City Council Allocations Chart Faxed to All Applicants
Late Spring/Summer	Contract Meetings with Funded Agencies

<sup>1</sup> - Applicants are required to attend the *Funding Forum* and *Technical Assistance Workshop*.

<sup>2</sup> - Applicants are welcome at these meetings, but attendance is not required. All City Commission and City Council meetings are open to the public.

*Questions may be directed to 510-583-4250. Thank you.*



## **Other Housing and Community Development Resources**

The following agencies and organizations provide housing and community development services to Hayward -citizens. Please contact them if you have questions about any of their activities.

- Alameda County Housing Authority - General housing services (510) 538-8876.
- ECHO Housing - Fair housing and landlord-tenant dispute mediation (510) 581-9380.
- Eden Information and Referral - General housing services (510) 537-2552.





# Hayward Health Profile 2004

Alameda County Public Health Department





Alameda  
County  
Public  
Health  
Department





Alameda  
County  
Public  
Health  
Department

Prepared by  
Community Assessment, Planning, and Education (CAPE) Unit

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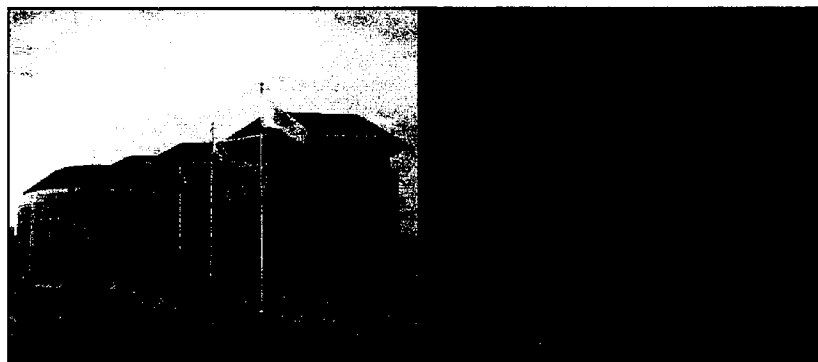


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## ■ Major Findings

### Demographic and Social Profile

Hayward has a profile similar to that of Alameda County for a number of socioeconomic measures. Median household income, poverty level, home ownership, and unemployment rates in Hayward are similar to that of the county.

Hayward residents are more likely than county residents to not have a high school degree. Schools in Hayward have had a dramatic decrease in the high school dropout rate in the last decade—Hayward's rate is now lower than that in the county. Hayward has a more equitable income distribution compared to the county. It has a higher cost of living and higher housing costs compared to the county. Hayward residents are also more likely to have lower paying jobs and lack health insurance than county residents.

Hayward's population has a higher proportion of Latinos and multiracial persons and a lower proportion of White, Asian and African American persons than the county. Spanish speakers comprise a much higher proportion of Hayward residents than the county. About one in four Hayward residents speaks Spanish and one in ten persons speak Asian languages at home.

### Mortality

Over the past decade, mortality from all causes in Hayward declined 17%—however, Hayward has a higher mortality rate than the county. Males have higher rates of death from all causes than females. Native Hawaiian and Other Pacific Islanders (NHOPI) and African Americans have the highest rates of death from all causes. Residents

of the central Tennyson area have the highest all-cause mortality in Hayward.

The three leading causes of death are heart disease, cancer and stroke, accounting for 50% of all deaths. Unintentional injury was the leading cause of death among persons 15 to 44 years. Cancer is the leading cause of death for adults 45 to 74. Cancer and heart disease are major causes of premature mortality and have the most impact in terms of lost years of productive life in Hayward.

Life expectancy is higher among females than males. It is highest in the Asian population and lowest in the African American population. Life expectancy for Hayward residents is lower than for county residents.

### Chronic Disease

There has been no substantial change over the past decade in coronary heart disease hospitalizations and mortality, stroke mortality, all cancer, lung cancer, breast cancer incidence and mortality, prostate cancer mortality and all asthma hospitalizations. Although not a significant change, there were slight decreases in stroke hospitalizations, childhood asthma hospitalizations, and a slight increase in prostate cancer incidence during the past decade.

Of all the indicators examined in this report, diabetes-related hospitalizations and mortality increased in the past decade.

Hayward bears a disproportionate burden of coronary heart disease and diabetes hospitalization and mortality, stroke mortality, as well as mortality from all cancers combined and lung cancer. Hayward has lower rates of stroke hospitalization, breast and prostate cancer incidence, and



asthma hospitalization than the county. Rates of lung cancer incidence, breast cancer mortality, and prostate cancer mortality are similar to those of the county.

Men have higher death rates and hospitalization rates than females for almost all chronic diseases.

Different race/ethnic groups bear the burden of specific chronic diseases in Hayward. African Americans bear the greatest burden of coronary heart disease mortality, stroke and diabetes hospitalization, all-cancer mortality, prostate cancer incidence, and asthma hospitalization. The White population has the highest rate of coronary heart disease hospitalizations, lung cancer and breast cancer incidence and mortality, and prostate cancer mortality. The Latino population has the highest rates of stroke mortality and diabetes mortality. The patterns of chronic disease mortality by race/ethnicity in Hayward are not consistent with those in the county for several indicators.

Rates of childhood asthma hospitalization were examined geographically and found to be similar to, or below the county rates in most areas of Hayward.

The increase in diabetes hospitalization and mortality is of concern. Hayward has a higher rate of hospitalization for diabetes and a higher rate of diabetes mortality than the county. Females have a higher rate of diabetes hospitalization than males. African Americans have a higher rate of diabetes-related hospitalizations. Latinos have a higher rate of diabetes mortality. Diabetes-related hospitalizations are substantially higher than county rates in the marsh lands and Tennyson areas of Hayward.

### **Maternal, Child, and Adolescent Health**

Hayward residents have made significant improvements in a number of MCAH indicators over the last decade. Infant mortality declined by 35%, early prenatal care increased 3.8%, and teen births decreased by a third. Low birth weight has remained the same over this past decade, as it has for the county.

Hayward has a higher birth rate, higher proportion of births to mothers aged 19 and younger, lower proportion of mothers who completed high school, and a higher proportion of births paid by Medi-Cal than the county. These indicators are all associated with poor birth outcomes in health studies.

African Americans have the highest rates of low birth weight. Native Hawaiian and Other Pacific Islanders have

the lowest rates of early prenatal care. Latinos have the highest teen birth rate. Teen birth rates are concentrated in poorer areas in Hayward, such as Downtown, parts of Tennyson, as well as areas of less poverty.

### **Injury**

This report examines both unintentional and intentional injury indicators. Substantial improvements have been made over the past decade in deaths due to motor vehicle crashes, homicide and suicide.

There have been no clear improvements in unintentional injury hospitalizations and mortality, hospitalizations due to motor vehicle crashes, self-inflicted injury hospitalizations (suicide attempts), and hospitalizations due to assaults. County rates of hospitalization due to assault and motor vehicle crashes declined during this same time period.

The major causes of unintentional injury deaths in Hayward are poisoning (which includes drug overdose), motor vehicle crashes, and falls. The major causes of unintentional injury hospitalization in Hayward are falls and motor vehicle crashes.

Hayward bears a disproportionate burden of unintentional and intentional injury. It has higher rates of unintentional injury and motor vehicle crash hospitalizations and deaths, and hospitalizations due to self-inflicted injury, than the county. Hayward has rates similar to the county for hospitalizations due to assault, and deaths due to homicide and suicide.

Males have the highest rates of hospitalizations and deaths due to unintentional injury, motor vehicle crashes, assault hospitalizations, homicide and suicide. White persons have the highest rates of hospitalizations due to unintentional injury, motor vehicle crashes and self-inflicted injury. Unintentional injury mortality rates among Latinos are comparable to those for the White population. African American and White persons have similar rates of homicide in Hayward.

### **Communicable Diseases**

Over the past decade AIDS case rates in Hayward have decreased significantly. Tuberculosis case rates have decreased only slightly during this same time period. Hayward's AIDS case rate is now comparable to the county, and its tuberculosis case rate is higher than the county rate.



Hayward case rates for chlamydia and gonorrhea are lower than the county rates. The population most affected by these communicable diseases varies by individual disease.

Men, African Americans, and persons ages 30 to 39 are most impacted by AIDS. The most common mode of exposure in Hayward is men having sex with men, although the proportion of AIDS from heterosexual contact has increased over the years.

Adolescents and adult females 15 to 24 have the highest rates of chlamydia and gonorrhea. Rates by race/ethnicity could not be examined due to a high percentage of cases where this information is missing.

Men, Asian/Pacific Islanders, seniors, and foreign-born persons are most likely to be impacted by tuberculosis. Tuberculosis cases are generally concentrated in the more densely populated areas of the Hayward, primarily the Eden and Tennyson areas.

### Geographic Distribution

Generally, poor health outcomes are concentrated in particular areas in the city of Hayward. Parts of the Tennyson and Downtown area have the highest poverty rates, high rates of all-cause mortality, teen births, tuberculosis, and diabetes-related hospitalizations.

## Recommendations

The Hayward Health Profile 2004 highlights the current health status of Hayward residents. Improving the health status of Hayward residents and reducing health inequities requires prevention strategies that address individual behaviors related to health, as well as the social and environmental contexts in which these occur. Some key recommendations are listed below.

### 1. Increase access to early detection, diagnosis, treatment, and acute care for chronic diseases and their key risk factors. For example:

- Improve screening for diabetes, and prostate cancer and breast cancer, especially among vulnerable populations.
- Improve treatment of coronary heart disease and stroke risk factors—high blood pressure and high cholesterol. Improve treatment of diabetes and asthma among populations at greatest risk for these chronic diseases.
- Identify target populations for improved tobacco control interventions.
- Promote access to acute care for heart disease and stroke.

### 2. Target high-risk populations with focused and culturally appropriate health interventions.

- To reduce the burden of communicable diseases, focus on tuberculosis screening and treatment of immigrant Asians and Latinos, and STD screening of youth and young adults, especially females.
- To reduce the burden of coronary heart disease focus prevention efforts toward the White and African American populations.
- To reduce the burden of diabetes, target low-income Latinos and African Americans for prevention.

### 3. Increase awareness of risks for unintentional and intentional injury.

- Promote enforcement of traffic safety laws that help mitigate injury severity such as seat belt and traffic regulations to address motor vehicle crashes.
- Develop strategies to prevent falls among seniors.
- Promote enforcement of policies that address the availability of firearms.



4. Increase surveillance, early detection, diagnosis and treatment of communicable diseases, specifically tuberculosis in Hayward. In addition, identify and address barriers to care.

5. Develop a better understanding of the relationship between social environment and risk behaviors such as unhealthy diet, physical inactivity, overweight and obesity, tobacco use, alcohol and drug use, and unsafe sexual practices.

Health inequities by race/ethnicity exist in Hayward, but the pattern does not mirror that in the county for some indicators. This finding suggests the need to better understand the socioeconomic, cultural, and behavioral issues, as well as access to health care as determinants of health status among populations with the greatest burden of morbidity or mortality.

- Develop and support surveillance of behavioral and other underlying risk factors for chronic diseases.
- Enhance the quality of information on socioeconomic status and geographic information such as zip code and census tract in surveillance systems for a broad range of health conditions.
- Improve the quality of data on race/ethnicity for sexually transmitted diseases.

6. In neighborhoods with high poverty rates and poorer health outcomes, focus on supporting and working with community as partners to address social and environmental factors associated with good health. Specific issues include access to healthy foods, parks and playgrounds, housing, transportation, education, employment, universal access to quality health care and clean air.

The Alameda County Public Health Department is working with community partners in Hayward to implement these strategies to change the medical, behavioral, social and environmental conditions that adversely affect the health of Hayward residents.





The Hayward Health Profile 2004 describes the health status of Hayward residents. This report includes a range of indicators to measure health and factors associated with health. The chapters in this report are:

- 1** Demographic and Social Profile
- 2** Mortality
- 3** Chronic Disease
- 4** Maternal, Child, and Adolescent Health
- 5** Injury
- 6** Communicable Diseases

The Hayward Health Profile 2004 presents health status by race/ethnicity for most indicators. Health status by sex and age are presented where they are relevant. Trends and current health status are compared to Alameda County.

## How This Report Is Organized

This report begins with a demographic and social profile of Hayward. The purpose of this chapter is to provide an understanding of the socioeconomic context of health, by the inclusion of data on select demographic, social, and economic factors. The chapters that follow the opening profile present the health status of Hayward residents on specific health outcomes.

Background information on the health condition is included for each chapter describing the health status of Hayward. Findings on Hayward are presented in tables, graphs, and maps. Tables in chapters describe findings for the City of Hayward. Graphs in each chapter provide a comparison of Hayward to Alameda County. Maps present geographic distributions for select health indicators. Detailed findings (e.g. confidence intervals) for all indica-

tors on Hayward and Alameda County are referred to in the discussion, and are contained in tabular appendices for each chapter. Each chapter also includes a summary of findings and recommendations for action. The table of contents lists chapters and sections within chapters, a list of figures (graphs), and a list of maps.

This report contains seven appendices. Appendices 1-6 contain data tables for chapters 1 through 6. Tables in each of these appendices are listed at the beginning of each appendix. Tables in Appendix 1-6 are numbered based on chapter number, section (A, B, C) within each chapter, and, in most cases, their sequence within the chapter.

Appendix 7 contains technical notes. Data sources, population estimates used for the calculation of rates, issues with interpretation of data, key data definitions, and selected methods of analysis are described.



## Introduction

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**City of Hayward**  
**Human Services Commission**  
**June 1, 2005**  
**Regular Meeting**  
**Summary Notes**

- I. Call to Order:** Chairperson Turner convened the Commission meeting at 7:15 p.m.
- II. Pledge of Allegiance:** The Pledge of Allegiance was not recited.
- III. Attendance:** *(Record of attendance is kept from June 2005 through May 2006.)*

Commissioners	Present This Meeting	All Meetings Year to Date		Regular Meetings Only Year to Date	
		Present	Absent	Present	Absent
Lori Baptista (Secretary)	X	1	0	1	0
Mariellen Faria	X	1	0	1	0
Albert Hui	X	1	0	1	0
Lynnette Linnen	X	1	0	1	0
Elisa Marquez (Vice Chair)	X	1	0	1	0
David McKeown (Chair)	X	1	0	1	0
Chris Parker	X	1	0	1	0
Marlo Simmons	O	0	1	0	1
Hosea Turner	X	1	0	1	0
Marlena Uhrik	X	1	0	1	0
Doris Yates	X	1	0	1	0

Staff in Attendance: David Korth, Social Services Planning Manager  
Dana Bailey, Community Programs Specialist

- IV. Public Comments:** There were no public comments.
- V. Approval of the May 4, 2005 Human Services Commission (HSC) Meeting Summary Notes:** Commissioner Yates made a motion to approve the May 4, 2005 Summary Notes. The motion was seconded by Commissioner Baptista, and approved unanimously.
- VI. Introduction of Guest:** Commissioner Linnen introduced her guest, Mrs. Najja Carraway. Commissioner Turner introduced his guest, Mr. Mark Batenburg.
- VII. Election of FY 05-06 Human Services Commission Officers:** Commissioner Turner confirmed the proposed slate of FY 05-06 officers as: Chairperson Dave McKeown; Vice-Chairperson Elisa Marquez; and, Secretary Lori Baptista. Commissioner Yates made a motion to accept the slate of FY 05-06 officers as presented. Commissioner Linnen seconded, and the motion passed unanimously.



**VIII. Future Agenda Items:**

- Discussion re: the Human Services Commission's Role and Function / FY 2005-06 Annual Plan - (July)
- FY 05-06 Liaison Report Schedule and Liaison Assignments (July)
- Discussion re: the Reporting of Hate Crimes in Hayward (July)
- Report on the Hayward Unified School District Equity Task Force (TBD)

**IX. Announcements:**

- Commissioner Simmons recently gave birth; she and the new baby are resting comfortably at home;
- After congratulating the new officers on their new positions, Commissioner Yates announced the start of the City of Hayward's Summer Street Fair series every third Thursday, beginning June 15, 2005 through September 15, 2005, from 5:30 – 7:30pm;
- Commissioner Turner announced that he has accepted a new position with Satellite Housing in Newark, CA, and that this would be his last HSC meeting;
- Commissioner Baptista reminded the commission that Spectrum Community Services will be hosting their annual Mutt Strut fundraiser, Saturday, June 25<sup>th</sup>, 2005 and Cal State East Bay.
- Commissioner McKeown thanked the outgoing officers for their dedicated service, and announced that Saturday, June 7, 2005 marks National Hunger Awareness Day, which will be commemorated in Union City at Union Landing at noon.
- Staff informed the commission that the City Council recently elected to reinstate \$79,000.00 of Measure B funding to the Eden Youth and Family Center in order to fund the Tattoo Removal Program, and the Intel Computer Club.

**X. Adjournment:** The meeting was adjourned at 7:40pm.